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ABSTRACT

Performance based education requires that some authority establish criterion guidelines. State involvement in setting these guidelines varies widely along a continuum. This guide is designed to be read primarily by legislators and state education personnel. Its purpose is to provide assistance to agencies considering the development of performance-based teacher education programs and certification policies. The emphasis is on management systems and how they can most effectively formulate plans and implement them to attain goals. Different states assume varying responsibility in the regulation of teacher competency, curriculum development, and educational goals. Management plans necessitate development of a management goal, objectives and information on events that includes activities, the group responsible, estimated completion date, and estimated cost. Many examples illuminate the ideas discussed, and addresses for further resource information are included. (SM)

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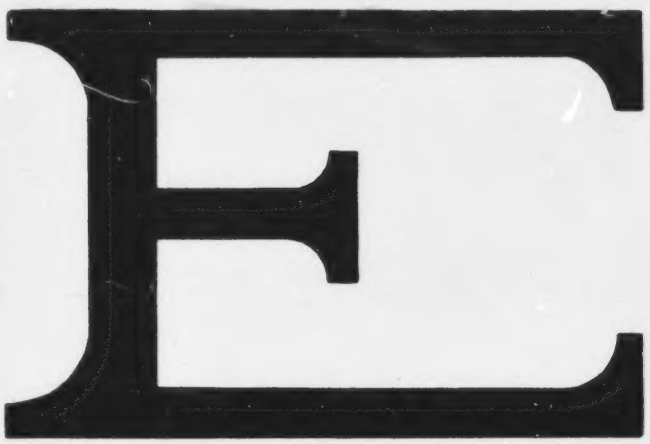
PERFORMANCE EDUCATION



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ATLANTA OR ATLANTIS

by Theodore E. Andrews

A
PUBLICATION
OF THE
MULTI-STATE CONSORTIUM ON
PERFORMANCE-BASED TEACHER EDUCATION

TM 004 090

PREFACE

This publication, although credited to one author, is truly a composite. It began with a one-day meeting with K. Fred Daniel of the Florida Education Department and William Drummond of the University of Florida, Gainesville (and formerly of the Washington State Education Agency). The discussions were taped and reviewed again and again as these pages took shape. In addition, each of the nine states of the Multi-State Consortium on Performance-Based Teacher Education submitted management plans in April 1973 which became the hard data supporting this publication.

Following the preparation of the first draft, the paper was reviewed and critiqued (vigorously, I might add) by each of the consortium representatives:

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While each of the above-named persons contributed to this document, the conclusions drawn reflect the author's biases and should not be construed as the official posture of any of those who assisted in developing the manuscript.

A variety of issues are addressed by topic and readers may wish to use this volume as a reference tool rather than as a document to be read as an entity. Hopefully, it will serve both types of readers.

Various chapters touch on different but related problems with suggestions to assist states in developing their own unique approaches. Even the writing styles vary in some of the chapters; the unifying theme is "assistance".

Through the process then, of draft, revision, revision, etc., the publication evolved; we hope readers will find it helpful.

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INTRODUCTION

What's In a Name

Many educators are arguing over the correct title/name/label for the movement discussed in this book. While many people believe there are significant distinctions between the phrases "performance-based" and "competence-based" (and the purists are right), this publication is using the two terms interchangeably. It is our belief that most persons blur the two terms and that making a distinction would be more awkward than accepting the reality.

In using the terms interchangeably, we are giving to both the broader context reflecting the total range of competencies expected of a teacher. Also we recognize that the principles behind the movement would be appropriate for any professional field (medicine, law, dentistry, etc.). This volume, however, is focused on performance education as it relates to professional training for educational personnel in schools and colleges.

Definition

How does a state define "competency-based"? This is a most crucial question. Two different ways of looking at this term are being followed. To some, competency-based is a series of conditions that exist in preparation programs. Stan

Elam's paper, The State of the Art, published by the American Association of Colleges for Teacher Education's Committee on Performance-Based Teacher Education, takes this viewpoint. Elam defines performance-based as a series of characteristics found in certain programs for the preparation of teachers, including:

(1) Competencies derived from teacher roles.

(2) Explicit, public criteria including mastery levels.

(3) Performance used as primary source of evidence.

(4) Progress through program determined by demonstrated competency.

(5) Instructional program facilitates development and evaluation of student's achievements.

The above are severely edited but they indicate the basic approach.

Another viewpoint, equally legitimate, is that performance-based refers to evaluation: Objective evaluation of performance (to the greatest extent possible) is the sole characteristic. If one accepts the second definition, then one does not talk about preparation programs, only about the evaluation techniques used in those programs. And a state may easily place its focus on the development of a state evaluation system or the monitoring of collegiate evaluation systems as its approach to competency/performance education/certification.

Some states have adopted the second approach and applied it to inservice education because of the admitted difficulty of changing colleges and/or universities. Even more impressive is the argument that given the large number of teachers

trained each year who never find jobs (more true today than ever before) and the much larger number of career teachers who will be completely untouched by changes in teacher preparation, the emphasis should be on effecting change in the in-service teacher. The most convincing argument, however, is that the state should place its efforts where the children are--instruction needs to be improved now and with limited resources inservice should be the sole focus.

Chapter I

ATLANTA or ATLANTIS?

The future of performance education is in the hands of the political decision-makers. Despite the best and worst efforts of students, teachers, school administrators, college professors and/or administrators, the performance movement is no longer within their control. And movement is the right word.

Legislators and state education agencies are now leaping on the performance stagecoach (a better figure of speech than bandwagon, given the present state of knowledge in performance education) and they are locking into law and into rules and regulations, policy decisions with implications of infinite potential. Their policies are not necessarily developed after careful planning and examination of those implications. And no one is at fault--there has not existed any definitive document or resource that will aid these decision-makers. This volume is an attempt to provide such assistance. Recognizing the arrogance of that claim, note we said "an attempt".

This publication is designed to be read primarily by legislators and state education personnel. Its purpose is to provide assistance to agencies considering the development of performance-based teacher education programs and certification policies. The emphasis is on management, on how appropriate planning and the allocation of resources can assist any agency

in meeting its objectives. But the key is appropriate planning and the first problem is where do you begin.

There is no one state approach to performance education and that fact makes writing about it impossible. There is no "it"--there is only "them" and envisioning "them" in some way is the first challenge to someone trying to understand how a state approaches performance education.

State approaches might be compared to people setting out on trips. Some could be compared to a traveler wishing to fly from Boston to Atlanta. There are numerous connections, the planes are usually on time and the traveler almost always arrives safely. Some states have selected "destinations" that appeared to be as easily reached.

A larger number, however, could be compared to a traveler leaving New York City in 1850 with San Francisco as his destination. He knows the journey will be very long and very dangerous; he also knows many people will not complete the journey and that once there it will be equally difficult to return to where he started. But he does know that there is a San Francisco, that some people have made the journey, and that the potential gains appear to be worth the risks.

Finally, some states are like the explorer searching for the lost city of Atlantis. He has heard fabulous tales of what this almost mythical place is like. He is not sure it really exists, and he doesn't even know where to look for it. But he believes it is there (somewhere) and that the search itself may be as rewarding as actually finding it.

Those states, searching for Atlantis, have attempted the most, risked the most, and could accomplish the most.

State Efforts

How does one look at the developing state efforts? Because there are many differences within and between states, there are multiple ways of looking at state efforts.

Using a continuum of zero to one hundred as a constant, it is possible to view states' efforts in a variety of ways. Robert Roth of the New Jersey Department of Education developed the first of these; his analysis became the basis for the following viewpoints.

If one accepts as a basic state agency concern "the certifying of qualified (competent) teachers", we have a beginning. The next step in this first model is the assumption a state has about centralization of control. A wide range of equally legitimate viewpoints exists concerning this issue. And the purpose of this volume is not to espouse one philosophy over another--it is simply to report that variations exist and differing policies result.

To illustrate the extreme positions on the continuum: At the zero end, we find a state posture that approaches total decentralization, local control with the state solely in a facilitating role. At the one hundred end we find a philosophy that supports a total centralization of authority, a belief that the state has both the obligation and responsibility to

set and enforce standards.

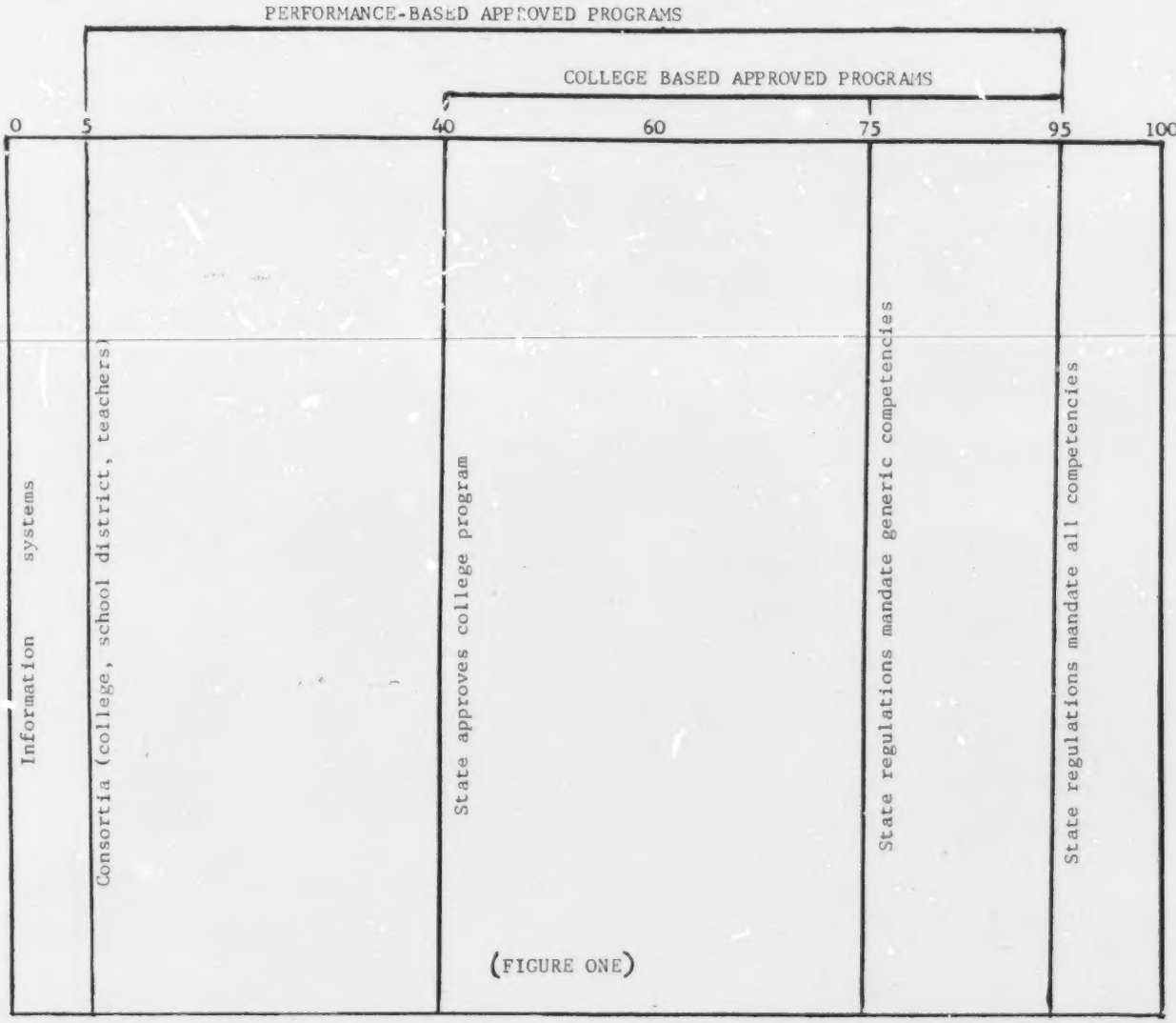
States fall somewhere between these extremes. Almost all states would actually have difficulty finding a legal base or even formal statement describing its philosophy about centralization of control. But this approach does allow us to begin to look at state approaches.

The accompanying diagram (Figure 1) illustrates this model. At the zero extreme (the decentralization end), we find a system that simply provides information. The state monitors the flow and content of that information, which is made available to interested users (employers, most likely). The state does not make judgments; it does not issue certificates.

Moving to about the 5 point and extending to the 95 point, we find in this vast middle, state-approved performance-based teacher education programs.

Most states are developing performance education simply by approving programs, not by setting specific state performance criteria. But even here the approaches vary. Near the 5 point mark we see consortia developing programs. Within a parity framework, representatives of collegiate institutions, teachers, public school administrators and in some cases college students are serving on policy boards, planning and managing teacher preparation programs. Such boards select, on the basis of local needs, the specific competencies a teacher will need to develop. As a result, wide variations in program expectations may exist within one state.

As one moves toward the center of the continuum, we find



(FIGURE ONE)

*

1. State establishes competencies.
2. State establishes criteria levels for successful performances.
3. State establishes its own assessment system.

the largest number of programs now in operation; those that have been primarily developed and controlled by colleges. Many of these are field-centered and have cooperative arrangements with the public schools--but the control of the program is in the hands of the collegiate institution. At the present time few standards exist for evaluating such approved programs. It is self-evident that counting the number of books in the library and the number of PhD's on the faculty (the traditional approach to accreditation) is <u>not</u> an appropriate way for a state to approve a performance program. But few states have been able to develop appropriate and/or satisfactory new approaches. Examples of what has been developed will be discussed in another section.

Moving beyond the 60 mark, we begin to find state certification regulations that include requirements for the development of specific competencies rather than, or in addition to, the required courses normally found. Some states are specifying only certain competencies while others are listing all the required competencies. At the 95 mark, all competencies required are set at the state level; however, the state still allows the colleges within their approved programs to set the criteria and develop assessment techniques.

Finally at the 100 spot, we find the state no longer concerned with approved programs. The state is concerned with certification, developing a state system to license teachers. In this model the state would fill three roles: (a) Specific competencies are required by the state; (b) The criterion levels

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indicating minimal levels of acceptable performance are set; and (c) The state establishes its own assessment system to evaluate candidates. Roles (a) and (b) could be accommodated within the approved program approach; (c), however, would be an entirely new approach. As with the zero point on this scale, no state has moved to this position.

It may be an unsupported conclusion (but some evidence exists) that states appear to be moving toward the center. For instance, Washington has a procedure for developing competency programs that could be placed near the 5 point on this scale. However, problems of managing and monitoring so many disparate programs are giving state officials concern about developing more centralization of control, possibly by establishing regional centers as well as local district programs. The movement there is to the middle. On the other extreme, Florida moved into competency education several years ago by assuming that the state could isolate those competencies most often identified by inservice teachers as needed. Those competencies could then become the basis for a state competency system. However, Florida has now moved to providing the resources needed for developing competency-based approved programs by actively encouraging the involvement of teacher educators at both the pre and inservice levels in competency-based programs. Again a shift toward the center.

Another totally different way of looking at state approaches to performance education would be to consider how total the state commitment to competency education is. We

can use the zero to 100 continuum again to describe this. (See figure two.)

In this example, zero would indicate states that have totally rejected consideration of performance approaches to teacher education programs or certification policies. No states, to the author's knowledge, have taken this official position.

The space from 5 to 95 would represent an ever increasing commitment to performance. Five would be for those states that are watching developments but are as yet doing nothing. By 50, states would be encouraging developments, sponsoring meetings, holding workshops. From 50 on, specific state commitments would be evident. For instance, regulations would now appear containing competency statements instead of course requirements , and/or state criteria for the approval of performance programs would be published and/or pilot projects would be established.

All of the above approaches support competency-education as an <u>alternative</u> to the present system. The 100 spot is reserved for those states that are mandating that all programs become performance-based, or that all teachers be certified or recertified on criteria related to their actual classroom performance. States that are doing this have typically published timelines indicating some date in the future--two to five years for example--when the performance approach will be fully implemented.

Obviously, those states mandating the move to performance believe that such policies will have significant impact upon the quality of teaching and that the state has not only a role but also a responsibility for doing everything it can in pursuit of

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(FIGURE TWO)

*1. All programs performance based

2. Performance certification system developed

that goal.

Interestingly, when comparing the two graphs, one finds states at point 5 in Figure One and at point 100 in Figure Two. The opposite is not true. States developing competency regulations and state assessment systems are moving towards mandating performance for everyone. Some states, however, developing consortia approaches, are also mandating performance programs for the entire state. A state may believe in localized development of competencies and a wide variation in program standards while at the same time maintaining that all programs must fit into this model.

Finally it is necessary to examine where state attitudes toward performance originated. Four sources appear to be recognizable. In some cases the state thrust has resulted from laws introduced and passed by the legislature with little or no interaction with the state education agency, teachers, college representatives or the public-at-large. The following pages contain two examples of such bills introduced in Connecticut (Exhibit One) and New York (Exhibit Two). There are a variety of difficulties resulting from a performance thrust originating with the legislature; but the most serious one is the lack of options resulting from the specificity of a law. All states moving toward performance recognize the need for flexibility; a legal mandate reduces that possibility. It is important to note that neither of these bills became law.

The second thrust (and probably the major one) has come through the efforts of state education personnel in offices of

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(EXHIBIT ONE)

Connecticut

The State Board of Education may, in accordance with this act, and with such regulations as it prescribes, grant certificates of qualification to perform the duties of teacher or to supervise in any public school of this state, and may revoke the same. By September 1, 1974 the state board shall develop for all certificates described in section 1 of this act (a) regulations governing the issuance of such certificates, and (b) standards for the approval by said board of performance-based programs at the pre-service, internship and provisional levels for persons applying for the provisional and standard certificates, and (c) general categories of performance criteria and assessment procedures to serve as minimum standards for all persons seeking certification in this state, and (d) regulations governing the issuance of the provisional certificate to applicants from non-public schools, and (e) regulations governing the issuance of the certificates described in Section 1 of this act to persons certified to teach in states with which Connecticut has reciprocity agreements, and (f) regulations governing the issuance of the special temporary certificate to persons who do not qualify for the internship, provisional or standard certificates....

Section 3. The state board shall by January 1, 1974 submit to the Joint Standing Committee of the General Assembly a time-table for state-wide implementation of this act. Such time-table shall provide for (a) implementation on a pilot basis beginning September 1, 1974 and (b) implementation on a state-wide basis by September 1, 1977.

Section 4. Funds shall be appropriated on a per/pupil basis for the purposes of this act.

(EXHIBIT TWO)

STATE OF NEW YORK

6842

1973-1974 Regular Sessions

IN ASSEMBLY

March 6, 1973

Introduced by Mrs. C. E. COOK—Multi-Sponsored by—Messrs. MARGIOTTA, DALY—read once and referred to the Committee on Education

AN ACT

To amend the education law, in relation to developing and implementing a system of performance-based teacher certification

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

Section 1. Statement of legislative findings and purpose. It is the intent of the legislature to require a uniform system of teacher certification which is competency or performance-based to be applied to all persons seeking state certification on or after May first, nineteen hundred seventy-five. Prior to that date, it is the intent of the legislature to place responsibility for determining the teaching competency of newly certified teachers on the chief school administrator of each school district.

EXPLANATION—Matter in *italics* is new; matter in brackets ( ) is old law to be omitted.

The legislature hereby finds and declares as follows: that the basis for teacher certification should be competence; that pupil learning should be the fundamental basis for assessing teacher competence: that criteria upon which competency or performance-based certification be predicated be made explicit and public, and; that assessment of teacher performance be made relative to such established criteria.

§ 2. The education law is hereby amended by adding thereto a new section, to be section three thousand six-a, to read as follows:

§ 3006-a. *Competency-based certification. 1. The commissioner of education shall cause to be put into effect a system of competency-based teacher certification for applications filed on or after May first, nineteen hundred seventy-five.*

2. Prior to statewide implementation, the commissioner shall develop and disseminate specific evaluation and assessment guidelines which shall include but not be limited to the following:

(a) The establishment of criteria for student progress in the fields of reading and mathematics and of techniques for the assessment of that progress.

(b) Assessment of teacher competence as it relates to established criteria.

(c) Assessment of other duties normally required to be performed by teachers as an adjunct to their regular assignments.

(d) The establishment of procedures and techniques for ascertaining that the teacher applicant can maintain proper control and can preserve a suitable learning environment.

3. The commissioner of education shall report his preliminary findings and recommendations to the legislature on or before January first, nineteen hundred seventy-four.

4. During the period commencing on September first, nineteen hundred seventy-three and ending April thirtieth, nineteen hundred seventy-five, the person in every school or district having the responsibility for hiring any newly certified teacher shall file a written statement with the chief school officer of such school or district that he has inquired into the teaching ability of the newly hired employee and that he was satisfied that such employee is competent to teach.

§ 3. This act shall take effect immediately.

teacher education and certification. These officials, from a wide range of states, had (have) the legal responsibility for the certification of teachers. The performance movement relates so logically to that area, certification, that officials first slowly and then rapidly encouraged the development of performance policies.

The third thrust is also within the state agency but not from those responsible for teacher education and certification. In some states, the Superintendent of Public Instruction or the Commissioner of Education (titles for the Chief State School Officers vary) has made a personal commitment to performance education. The reasons vary, but once made the Commissioner establishes performance education as a priority and allocates a variety of agency resources to implement these policies. In both the second and third thrusts the state agency is the source; the difference reflects where within the bureaucracy the movement originated.

The final thrust comes from outside the agency. These forces really divide into external funding (e.g., Teacher Corps, Task Force '72) and into external encouragement from those in the field who are committed. The latter groups include many college personnel and public school teachers who have been developing programs. These individuals see great promise in performance education and are encouraging states to develop formal policies.

In this chapter we have attempted to show the difficulty of considering state approaches to performance education through

a single frame of reference. State approaches vary to a great extent because of:

(a) assumptions about centralization of state authority

(b) the extent of commitment to performance education, and

(c) the source of each state's activities.

Targets

To understand better the Atlanta or Atlantis analogy, it is necessary to consider the target of state performance efforts. The target is slightly more than the state objective. The target includes the populations (systems, if that is an easier concept) that will be directly and indirectly affected by the state effort.

First the state must decide (existing laws or rules and regulations and/or traditions may have already forced that decision) whether it will be concerned about the preservice certification of teachers, the inservice certification, or both. Each of those initial decisions, in a real sense, establishes the target population.

For example, a state solely concerned with preservice has only one population it will directly affect--colleges and/or universities preparing undergraduate teachers.

States focusing on inservice or a combination of inservice and preservice broaden geometrically their target populations. Added to the college and university are the public school administration, the rights and responsibilities of teachers, and most likely but more indirectly both the teacher preparation

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students and the students in the schools as well as the public-at-large.

Each target group has its own basic or prevailing mission but is impacted by teacher education and its force and direction. However, teacher education (other than with the school of education personnel) is a secondary mission for most and only of minimal interest to some (public school pupils or society in general).

Figure Three attempts to illustrate the overlapping nature of the target populations. None of the groups exists in isolation; each already is a part of a larger group and it is impossible to predict exactly how a policy designed to affect one of the groups will affect others.

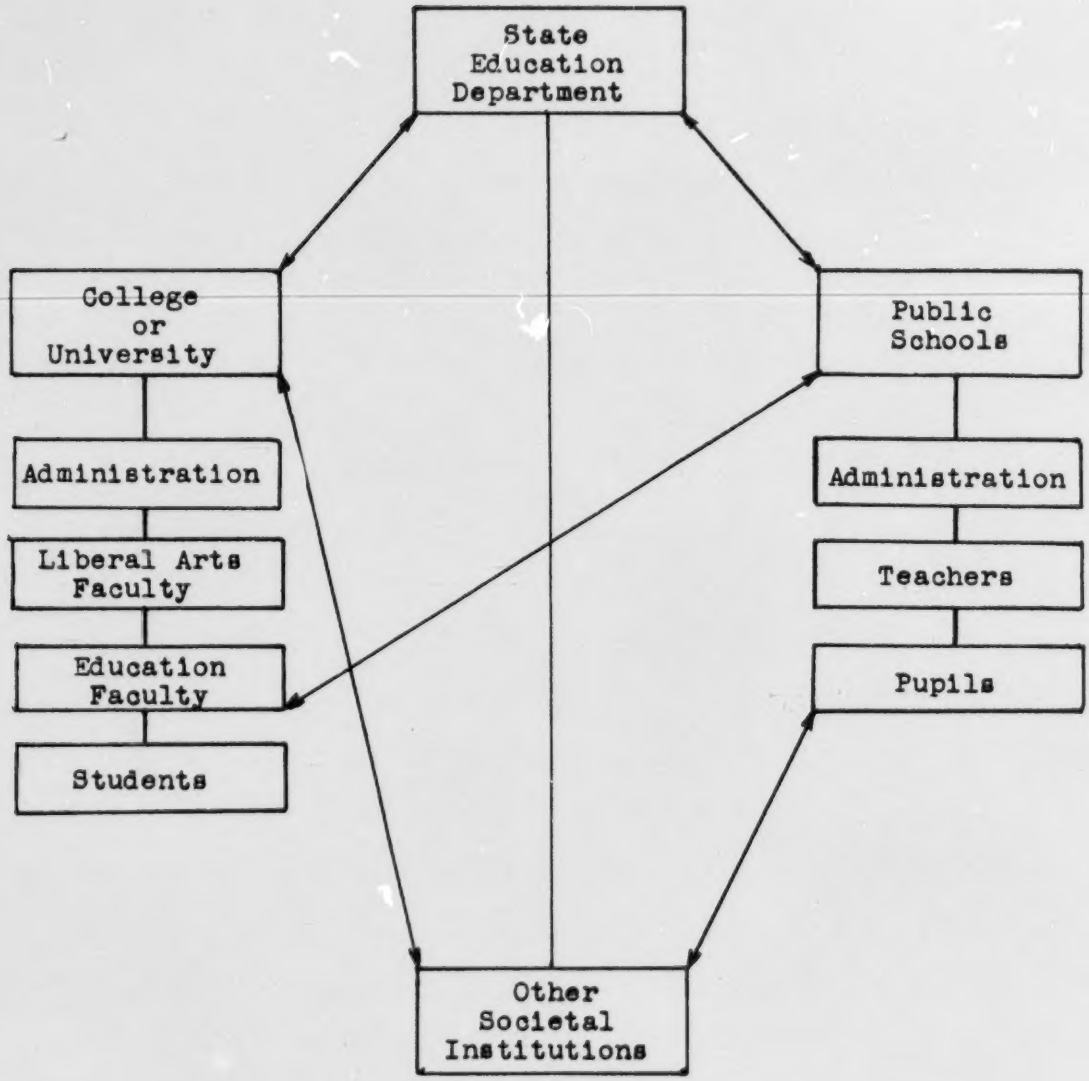
Why and how are these groups affected? It is still too early in the development of competency to say absolutely what will happen, but a few examples will illustrate the implications.

Let us say that a state establishes the following competency that all teachers, both pre and inservice, must demonstrate: "the teacher will create a classroom atmosphere that is supportive of a student's emotional needs."

This affective competency is not one that is very controversial; most persons in education would support it, although they might argue about its interpretation.

Is this competency, however, one that colleges are presently preparing students to demonstrate? Most people would agree that there is little evidence to support a positive answer. Therefore, a new element may have been added to the

FIGURE THREE



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preparation package offered by the college. Realistically, competency education adds many such items. The college then must adjust; curriculum patterns must change, courses may evaporate; faculty load quotas may have to be redetermined; and student teaching as it exists traditionally (x number of weeks in a public school under the guidance of a cooperating teacher with an occasional visit by a college supervisor) may be totally inadequate.

Even more upsetting to the traditional college structure is the shift from a time frame (so many hours of class equals a credit hour) to a demonstration of competency approach. No one can determine in advance how long it will take a student to demonstrate successfully his mastery of all the required competencies. And who is affected by shifting the time frame?

Registrars must understand and accept the fact that a new record keeping system must be developed. Note, we are now outside the school/department/college of education. In addition, students in competency programs become quickly used to the open objectives and the variety of learning experiences offered them in their education program. "Why," they ask, "don't the professors in the liberal arts departments do the same?" Actually they often challenge the professor with, "Your course activities don't have anything to do with your objective," or "Your evaluation is totally subjective," or "I would like to negotiate <u>how</u> I'm going to meet your objective," or more pointedly "Just what is the purpose of this course?"

While some states are encouraging and/or requiring that

the liberal arts courses (the general education requirement) also become competency-based, the concerns of students will force an effect on liberal arts departments whether the state intends it or not.

How would a preparing institution handle this competency at the preservice level? First it would probably create a module that would pretest for that competency, provide instructional activities, if necessary, and then post test.

What would the pretest look like? Since the skill relates to student performance in the classroom, then the competency must be analyzed in a class setting. What criteria exist for successful demonstration of that competency? Some of the options include:

John Withall and Ned Flanders (as well as his many adapters) have developed techniques for objectively analyzing classroom interaction which gives an emotional, social index. The college might decide that a ratio of one to one (one supportive statement for every teacher directive statement) was sufficient, but some would argue that the least acceptable ratio was two to one--supportive over directive. How the cutoff point, the criterion, is established is another issue. Even with the criterion, someone must decide how many times that skill must be demonstrated and who will do the evaluation. Needless to say each of these decisions affects the structure and cost (another important feature) of the program.

The competencies selected may then cause an almost monumental change in the education program and may well affect the

college-at-large. And this is just a preservice consideration.

At the inservice level, everything just becomes more complex. The actual classroom of a regularly employed teacher becomes the demonstration laboratory. Since this skill is vital to his or her certification, many more safeguards will be involved in protecting the teacher's rights. The professional association and/or union may have bargained a role as an equal partner in not only establishing the criteria but also in serving as an evaluator. The number of times needed to demonstrate the competency probably increases (more opportunities are available) and the state may even be involved as an evaluator. This new role with all of its competing demands--fairness, responsibility to the public, the students, the teacher, the preparing institution, the community--makes one wish Solomon could provide state department personnel with an inservice course entitled: "Wisdom, Under Trying Conditions."

Other structural problems occur. What if the teacher is in an "open" classroom (where children have considerable choice in activities and the teacher has to provide individual activities structured around a child's interest and the curriculum requirements)? Most interaction instruments won't work because the teacher never interacts with the whole class; much more effort is given to providing learning environments and facilitating their use. Do you ask the teacher to change his/her style or do you create a new evaluation system? If the latter, who is responsible for doing this and how would you validate the results?

None of these is an insoluble problem, but collectively they illustrate the fact that teachers will demand a significant role in any competency system that includes inservice and that the very organization and structure of the public schools may make it difficult to implement a system without modifying that structure.

It might just be that society doesn't believe the creation of a supportive environment is as important as developing the needed reading and mathematical skills, no matter what the environment is. If so, the problem becomes: Change the competency or change the schools? And many states have put into motion policies designed ultimately to change the schools. Given the efforts that have gone into that in the past, Atlantis may be a most apt analogy.

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Chapter 2

WHAT WE KNOW AND WHAT WE DON'T KNOW

People who know only a little about performance education often make very dangerous leaps in their assumptions. They believe:

(a) A list exists which contains the basic competencies that all teachers should possess and be able to demonstrate.

(b) Techniques exist to evaluate objectively whether or not a candidate actually has those competencies.

(c) Research has shown which teacher competencies are related to children's learning.

(d) Developing a competency system of preparation and evaluation is a relatively simple task and not likely to be more expensive than present systems.

All of the above are false!

Before any state makes a commitment to competency education it should be required to prepare a description (a management plan) of how each of the above concerns will be handled in that state.

Opinions and prejudices exist in overabundance, but the best way to approach each issue is to ask the classic performance question: "What evidence will you accept...?"

Examining each of the statements will illustrate more clearly what we know and what we don't know. The first belief:

"A list exists which contains the basic competencies that all teachers should possess and be able to demonstrate." What does exist are lists of competencies. The best resource available is the Florida Catalog of Competencies which resulted from an intensive search of the literature and a year's review and revision by educators throughout the United States.

Well over 1,000 competencies are included. However, there is no attempt made to indicate which competencies are most or even more appropriate. The purpose of the catalog appears in the introduction: "...the catalog should provide users with an array of competency statements from which descriptions of teachers can be built."

The difficulty of preparing a list of basic competencies revolves around a human and philosophical problem--the human problem is how to obtain consensus about an area of extreme controversy.

Selecting the competencies, according to Peter Airasian*, is the most crucial issue in competency education. "I would argue that the most powerful individuals are those who frame the competencies to be attained. These are the individuals who explicitly define what is a good teacher."

States have varied their approaches to the selection of competencies. As we have noted, some states have pushed that decision out to local and/or regional consortia; other states have established a state list of required competencies.

The philosophical problem occurs over whether any competency is so broad that all teachers should possess it. If

schools and teacher roles are changing and if local systems make very different demands upon their teachers, is it possible to establish competencies that are needed by all teachers? If that is true, are educators with a required competency approach not again risking the creation of an irrelevant system?

Also, some people have been attracted to the competency movement because they see it as a way to describe the unique strengths and weaknesses of each teacher. The goal is not to hold all teachers to the demonstration of required competencies but the creation of a system that would allow teachers to do that which they do best and at the same time facilitate the restructuring of the public schools to give children greater opportunities to learn.

The second issue: "Techniques exist to evaluate objectively whether or not a teacher actually has these competencies." No greater myth exists. Much of the great enthusiasm for performance education results from the accountability thrust permeating all aspects of our society. People believe that objective evaluation of a prospective teacher (and/or inservice teacher) will reveal whether the person possesses the competency and whether the program is meeting its objectives. The assumption is valid, but there is no evidence now available to indicate that assessment techniques are sophisticated enough to validate any program. If readers doubt this conclusion, look at the performance programs and modules that now exist.

Florida, in another excellent resource, funded the development of the Annotated Listing of Competency-Based Modules. The

Florida Center for Teacher Training Materials set only three criteria for the inclusion of materials:

(1) Performance objectives are stated in explicit terms.

(2) Instructional activities or resources are specified for the attainment of the stated objectives.

(3) Evaluation indicators are linked to stated objectives.

The Center reviewed literally thousands of modules and found only 288 that met the three criteria. And note the word "linked"; no one was asked to validate the evaluation system.

Many people are using behavioral objectives to develop performance programs. In most cases the activity of the teacher or the student is described in detail. However, far too often the evaluation consists of the subjective reaction of one person to whether or not the person demonstrated the competency and usually on a rating scale of one to three, one to five, or one to ten. In some instances several raters evaluate the performance, but the evaluation is still subjective.

One should not be overly critical of such approaches. They are a significant improvement over previous rating scales that had no performance criteria and were totally subjective (e.g., "Friendly--one to ten"). However, such systems are not truly objective (philosophers would argue that nothing is). It is essential, though, that those making policy decisions recognize the limitations that exist in the assessment area.

While some modules do possess objective evaluation systems, no one would maintain that an entire program can now be evaluated objectively. The most difficult evaluation problems occur

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in the affective area. At best we are using indicators rather than absolutes for measuring effectiveness. Does the fact that a teacher calls on minority children as often as non-minority children prove the person is not prejudiced? This is not an atypical example of an indicator. One might compare the best evaluation systems in competency programs to an iceberg. The most visible part may well be using modules with objective criteria, but the greatest part lies submerged beneath the water; the areas that truly make a difference are not so easily measured and are really the foundation for the entire program.

Another difficult problem involves the issue of whether the desired performance is totally discrete (it either exists or it doesn't) or whether it is subject to qualification (ten times in twelve attempts). How one feels about this issue vastly changes the nature of the assessment system. Researchers have shown us that consistency of performance is an exceptionally difficult area to predict. Therefore, even the demonstration of a discrete performance doesn't assure anyone that the performance can or will be duplicated when appropriate. Setting cutoff levels (seven out of ten times, with 80% effectiveness, three out of four) is even more misleading. The measure is very accurate; however, the criteria level established is unrelated to any validation that three out of four, for example, is ultimately any more meaningful in terms of pupil growth (or predictability) than two out of four.

The third belief: "Research has shown which teacher competencies are related to children's learning." Some evidence is

beginning to appear linking certain teacher behavior to student learning. Researchers Barak Rosenshine* and Norman Furst have indicated that 11 variables appear to be worth beginning to train teachers for. They include: clarity, variability, enthusiasm, task-oriented and/or businesslike, student opportunity to learn criterion material, teacher indirectness, criticism, use of structuring comments, types of questions, probing, and level of difficulty of instruction. They note that the best results were obtained on the first five variables.[1]

But even Rosenshine and Furst indicate that much more research needs to be done to validate completely these characteristics. Beyond this, research tells us nothing. Actually, what is reported is more disturbing than nothing.

James Popham completed a study comparing student learning between classes instructed by students prepared in a teacher education program and students selected at random. He found measurable differences in learning did not occur.[2]

If a state takes the position that the ultimate test of a teacher's effectiveness is student learning, then deciding which competencies are related to student learning is an overriding task. Many knowledgeable people, while accepting the logic of that position, still reject it. Not only is there no positive evidence that <u>any</u> competency is related to student learning, but also there is no way to control the many human factors that influence the student, either before or during the time that he is in class. Such critics also maintain that the ultimate goals of education are not revealed in whether the student can pass a

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cognitive exam but in the decisions he makes as an adult, many years later.

Another problem is related. The competencies needed for effective teaching may not exist singularly; the successful teacher may be the one who can utilize a variety of skills within a short time; the effectiveness is really the unique combination of competencies not the capability to demonstrate each singularly. Also many people believe that competencies are situational specific. In other words, in a given class on a given day, certain competencies may be highly related to student learning. However, on different days and/or with different students the same competencies may be irrelevant.

The final belief: "Developing a competency system of preparation and evaluation is a relatively simple task and is not likely to be more expensive than present systems." The complexity of developing a competency-based program has already been described in another section. The cost factors have not.

Competency-based teacher education programs will cost <u>more</u> money. No one argues too much about that. But how much? Bruce Joyce*, who did a cost analysis for one state, estimated that the development of one program would be between five and six million dollars--one program at one institution. Joyce is assuming that the program is totally competency-based and that the appropriate technological support is available. He estimates that the cost of turning the whole country's program around is easily 100 million dollars and will probably take 20 years.

Herbert Hite*, who did a similar analysis for another state,

saw a rise of 150% in program costs as compared with traditional programs. In both estimates a significant amount of the cost appears as faculty time necessary to develop the program.

Neither Joyce nor Hite is trying to paint a totally negative picture. The costs are manageable, but only through careful development. Joyce recommends the borrowing and sharing of work others have done (note section of this publication entitled "Resources"), while Hite proposes a different faculty load ratio that will provide the needed resources.

In conclusion, what we do know is:

(1) Competency statements are available for review and consideration.

(2) Objective evaluation is not yet perfected.

(3) Research relating student learning to teacher competencies still needs to be done.

(4) Developing a competency system is a complex and costly task.

FOOTNOTES

* Papers by Airasian, Rosenshine, Joyce and Hite are contained in Assessment, published by the Multi-State Consortium on Performance-Based Teacher Education.

[1] Barak Rosenshine and Norman Furst, "Research on Teacher Performance Criteria," Research in Teacher Education, ed. B. O. Smith (Englewood Cliffs, N.J., 1971).

[2] James Popham, "Performance Test of Teaching Proficiency: Rationale, Development and Validation," American Educational Research Journal, VIII (1971), pp. 105-117.

Chapter 3

MANAGEMENT

How do you define the word management? The Multi-State Consortium was originally funded to help the participating states develop management plans. When each state representative described what "developing a management plan" meant, however, there were nine different interpretations. Even now, a year later, considerable differences remain. The consortium did agree, however, on the purpose of a management plan: "to get us from where we are to where we want to go."

Given that purpose, it is clear that approaches would vary.

A typical approach is for a state to begin by developing a management goal, then objectives, and then a table of events that includes detailed information on activities, the group responsible, the date initiated, the estimated date of completion and the approximate cost.

The management plan developed by Utah using that pattern is included on the following pages. It appears in its entireity because it gives an excellent example of the comprehensive and long range planning needed by a state moving to a competency approach.

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Management Goal Related to Competency-Based Teacher Education and Certification

The State Agency will provide leadership in the development of certification standards based on teacher competency.

Management Objectives Related to Competency-Based Teacher Education and Certification

1. The State Agency will appoint a standing committee which will implement the plan for competency-based teacher education and certification developed by the task force.

2. The State Agency Standing Committee will identify educational goals to be achieved by students with the aid of teachers.

3. The State Agency Standing Committee will exert leadership in identifying teacher competencies needed to assist students to attain educational goals. Competencies should include those required of educational specialists such as media, special education, etc. Committees will be established to develop a listing of teacher competencies. Committee membership will include representatives from every stratum of education. Teaching standards to be considered by the committees will be:

   a. Professional qualifications

   b. Academic preparation

   c. Personal attributes

   d. Ability to diagnose learner's characteristics

   e. Development of instructional competencies

   f. Management of learning environment (discipline)

   g. Ability to facilitate instructional objectives

   h. Ability to promote interaction

   i. Ability to evaluate objectives

   j. Ability to evaluate outcome

4. The State Agency Standing Committee will complete a review of literature, research, evaluation data and practices in the nation relative to certification standards based on performance criteria. The committee will validate competencies previously established.

5. The State Agency will assist in the design of teacher education programs for producing selected competencies.

6. Assist teacher-preparation institutions, school districts and the State Agency in the implementation of competency-based teacher education programs.

7. The State Agency will give leadership in developing and adapting evaluation and follow-through techniques to be used.

8. Establish a center for collecting, evaluating and disseminating competency-based teacher-education materials.

Management Objective No. 1

The State Agency will appoint a standing committee which will implement the plan for competency-based teacher education and certification developed by the task force.

Table of Events

Activity	Group Responsible	Date Initiated	Estimated Date of Completion	Approx. Cost
1. Appoint standing committee from State Agency membership.	Planning Council	Nov. 1, 1971	Nov. 15, 1971	-0-

Management Objective No. 2

The State Agency Standing Committee will identify educational goals to be achieved by students with the aid of teachers.

Table of Events

Activity	Group Responsible	Date Initiated	Estimated Date of Completion	Approx. Cost
1. Collect and categorize all available material relating to educational goals on state and national basis. (Objective of education in Utah)	State Agency Standing Committee	Dec. 1, 1971	Dec. 31, 1971	-0-
2. Using students as active participants, determine those educational goals which are meaningful to Utah students.	State Agency Standing Committee, Public school personnel, institution	Dec. 1, 1971	Dec. 31, 1971	$400
3. Determine which of the perceived goals are related to teacher preparation and formulate a list which can be used to assist in the development of teacher competencies.	State Agency Standing Committee	Jan. 1, 1972	Jan.15, 1972	-0-

Management Objective No. 3

The State Agency Standing Committee will exert leadership in identifying teacher competencies needed to assist students to attain educational goals. Competencies should include those required of educational specialists such as media, special education, etc. Committees will be established to develop a listing of teacher competencies. Committee membership will include representatives from every stratum of education.

Table of Events

Activity	Group Responsible	Date Initiated	Estimated Date of Completion	Approx. Cost
1. Four task forces established as follows: (a) Professional qualification, academic preparation, personal attributes.	State Agency Standing Committee and Planning Council	Nov. 1, 1971	Nov. 30, 1971	-0-

Management Objective No. 3 (cont'd)

Activity	Group Responsible	Date Initiated	Estimated Date of Completion	Approx. Cost
(b) Diagnosing learner's characteristics. Development of instructional competencies.				
(c) Management of learning environment (discipline). Facilitating instructional objectives. Promoting interaction.				
(d) Evaluating objectives, and outcome.				
The geographical areas suggested for the four task forces will center around. Utah State University (Weber College included) University of Utah Brigham Young University (College of Eastern Utah included) Southern Utah State College (Dixie College included) Committee membership will include State Office personnel, university staff, district administrators, classroom teachers, teacher trainees, secondary school students, board of education members.				
2. Task forces individually develop a listing of teacher competencies.	State Agency Standing Committee	Jan. 15, 1972	Mar. 15, 1972	$4,000 ($1,000 each task force.)
3. All four task forces meet together for final discussion and approval.	State Agency Standing Committee	Mar. 15, 1972	Mar.25, 1972	$500
4. Complete listing of teacher competencies prepared for validation.	State Agency Standing Committee	Mar. 23, 1972	Mar.30, 1972	-0-

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Management Objective No. 4

The State Agency Standing Committee will complete a review of literature, research, evaluation data and practices in the nation relative to certification standards based on competency criteria. The Committee will validate competencies previously established.

Table of Events

Activity	Group Responsible	Date Initiated	Estimated Date of Completion	Approx. Cost
1. Information on competency based education will continue to be gathered and evaluated.	State Agency Standing Committee	July 1, 1971	---------	
2. Validation process will be determined.	State Agency Standing Committee Planning Unit	Nov.1, 1971	Jan. 1, 1972	
3. Validate teaching competencies developed by task forces performing this function.	State Agency Standing Committee Planning Unit	Apr.1, 1972	June 1, 1972	$500
4. Incorporate findings into competency-based criteria plan.	State Agency Standing Committee	June 1, 1972	July 1, 1972	
5. Prepare guidelines for use of districts, institutions, and the State Agency.	State Agency Standing Committee	July 1, 1972	Sept. 1, 1972	

Management Plan No. 5

The State Agency will assist in the design of teacher education programs for producing selected competencies.

Table of Events

Activity	Group Responsible	Date Initiated	Estimated Date of Completion	Approx. Cost
1. Conduct workshops in each teacher-preparation institution for staff who will develop competency-based on previously identified teacher competencies.	State Agency Standing Committee and Institution Staff	Sept. 1, 1972	Sept. 1, 1973	$9,000 (6 @ $1500)

Management Objective No. 5 (cont'd)

Activity	Group Responsible	Date Initiated	Estimated Date of Completion	Approx. Cost
2. Conduct pilot projects in the use of teacher education materials developed in each institution	Institution Staff	Nov. 1, 1972	Sept. 1, 1973	$1,000
3. Evaluate pilot projects on institutional basis.	Institution Staff and State Agency Standing Committee	Mar. 1, 1973	Oct. 30, 1973	$6,000
4. Provide consultant assistance to institutions and districts.	State Agency Standing Committee	Sept. 1, 1972	Oct. 30, 1973	Varies according to travel expenses.

Management Objective No. 6

Assist teacher-preparation institutions, school districts and the State Agency in the implementation of competency-based teacher education programs.

Table of Events

Activity	Group Responsible	Date Initiated	Estimated Date of Completion	Approx. Cost
1. Conduct orientation workshops for district, institution and state personnel regarding the implementation of competency-based teacher education programs.	State Agency Standing Committee	Nov. 1, 1973	Nov. 1, 1974	$10,000
2. Conduct workshops to train teacher preparing institution staffs and public school personnel in use of competency-based materials.	State Agency Standing Committee, Institution Staff, District Personnel	Nov.1, 1973	Nov. 1, 1974	$6,000
3. Plan and institute graduate course in theory of competency-based teacher education.	Institution Staff State Agency Standing Committee	Nov.1, 1973	Nov. 1, 1974	$600

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Management Objective No. 6 (cont'd)

Activity	Group Responsible	Date Initiated	Estimated Date of Completion	Approx. Cost.
4. Provide consultant assistance to institutions and districts.	State Agency Standing Committee	Nov.1, 1973	Nov.1, 1974	Varies according to travel expenses.

Management Objective No. 7

The State Agency will give leadership in developing and adapting evaluation and follow-through techniques to be used.

Table of Events

Activity	Group Responsible	Date Initiated	Estimated Date of Completion	Approx. Cost
1. Identify and list evidence to be used in establishing achievement of objectives.	State Agency Standing Committee, Planning Unit	Nov.1,1971	Jan. 1, 1972	
2. Establish what produced or hindered accomplishment of objectives in relationship to the learner.	State Agency Standing Committee Planning Unit	Dec.1, 1971	Mar.1, 1972	
3. Devise and implement instruments which will evaluate student performance and teaching effectiveness.	State Agency Standing Committee Planning Unit	Jan.1, 1972	May 1, 1972	
4. Provide methods for frequent and prompt feedback from students to establish degree of accomplishment of learning goals.	State Agency Standing Committee Planning Unit	May 1, 1972	Aug. 1, 1972	

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Management Objective No. 7 (cont'd)

Activity	Group Responsible	Date Initiated	Estimated Date of Completion	Approx. Cost
5. Encourage learners to evaluate their own achievement of learning goals.	State Agency Standing Committee Planning Unit	Nov. 1, 1971	Aug. 1, 1972	

Management Objective No. 8

Establish a center for collecting, evaluating and disseminating competency-based teacher education materials.

Activity	Group Responsible	Date Initiated	Estimated Date of Completion	Approx. Cost
1. Request proposals to establish non-profit center.	State Agency Standing Committee Planning Unit	Nov.1, 1974		
2. Establish procedures for identifying, ordering, cataloging, circulating, reproducing, and evaluating materials.	Center Director	Nov. 1, 1974		
3. Establish network of teacher educators wishing to participate in evaluation of materials.	Center Director	Nov. 1, 1974		
4. Orient and train selected educators in evaluation process.	Center Director	Nov. 1, 1974		
5. Establish dissemination procedures.	Center Director	Nov. 1, 1974		

Goal Statement

Perhaps the most significant activity a state must undertake is the creation of a mission statement, a broad goal or objective--the title varies depending upon your management consultant. This statement encompasses in the most global sense what the state purpose is. For example:

> Oregon: to insure that Oregon students and schools are provided with sufficient numbers of well-selected and effectively prepared educational personnel with demonstrated abilities to assist students in meeting their needs and achieving their goals through appropriate activities.
>
> New York: to establish a system of certification by which the state can assure the public that professional personnel in the schools possess and maintain demonstrated competence to enable children to learn.

Such a conceptual statement is essential. Even though it is broad, it does establish the perimeters for the state approach. Is a state dealing with all education or just teacher education? Is the focus certification or teacher education, or both? Is the focus preservice and/or inservice? Every activity must be congruent with this objective or the activity is inappropriate. The only caution: The mission statement can become so general it allows everything and defines nothing.

All other objectives should be more narrowly defined and

written as much as possible in measurable terms.

The extent to which objectives are measurable depends upon: (a) the specificity of the objectives, (b) the availability of measures, and (c) the desire of state agency personnel to refine their management to such a degree. All of these are interrelated but the key word is "desire". If the staff of an agency truly wishes to accomplish an objective, then the desire exists. It is difficult, if not impossible, to accomplish any objective if those responsible are indifferent to its success.

A cautionary word about management: Our society may be living through a management era. And one should recognize management's limitations as well as its potential. Outstanding plans do not guarantee results. Time lines based on unrealistic assumptions are meaningless. One Pentagon critic insists that there are two professions for which no prior training is necessary: street walking and systems analysis. More seriously, an overelaborate approach to management encourages overstaffing. Once one sees the many problems and activities it is easy to conclude that more staff is essential; it is even rational. Finally, there may still be value in muddling through. Man has certainly accomplished many things without management systems: Thomas Edison functioned without one and Ghiberti might never have begun his world famous Florentine sculptured doors if a print-out had told him it would take 27 years. And certainly good planning would have kept Columbus from so underestimating the circumference of the world that he thought he could reach India before he and his crew starved. On the other hand, we might not have gotten to

the moon without exceptional management planning. The key element in any system, however, is the human being. Not all persons respond or work effectively in a highly structured system. And how does a system accommodate the iconoclast?

Following are two papers utilized by the Florida Department of Education. They are applicable to any group concerned about management and contain excellent counsel.

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PRINCIPLES FROM AMA MANAGEMENT BRIEFING

Management can be divided into two major elements: planning and control. Planning is the point where management begins. Control consists of the things which are done to see that plans are carried out.

Possible ways to approach planning include: (1) an incremental change approach (or "muddling through"), (2) a purely rational approach (the "genius method"), or (3) group commitment to desired outcomes. With the "group commitment" approach (which was advocated), persons with program responsibilities participate in identifying challenging objectives. These objectives must be attainable and measurable. Most importantly, the objectives must engender commitment from those whose efforts are essential in their achievement.

Control is the sum total of actions designed to keep program activities in conformance with plans. It was pointed out that the manager is in control when members of his team can exercise self-control. The four major mechanisms for control are as follows:

1. The job description which sets forth the areas of responsibility. (In the DOE, the document performing this function is the position questionnaire.)
2. The authority limits for the position which are set forth in writing. (It was suggested that authority limits should be stated as "thou shalt nots"; anything not included in the statements is within limits.)
3. The policies of the organization.
4. The plan which has been adopted by the unit or section.

In summary, planning and control are the essence of professional management. For planning, participation is the key; for control, decentralization is the key.

CRITERIA FOR
EFFECTIVE PROGRAM PLANNING AND EVALUATION

The seven elements set forth below should be considered as basic guidelines in planning and evaluating programs throughout the Department of Education. These criteria must, of course, be fully explicated so they can be used as "boundaries" for program planning and evaluating. Where the criteria are uniform for all units within the Department, explication is the responsibility of the Associate Commissioner for Planning and Coordination. In other cases, the explication takes place within the divisions.

Each of the criteria is presented in the form of a question.

1. Are legal functions being fulfilled?

   Each program should fulfill some function which the Department is legally authorized to perform. Thus, the planning and evaluation process for each program should make reference to the appropriate statutory authorization. Also, the aggregate of all DOE programs should provide that all functions or tasks for which the Department is responsible are performed.

2. Are the activities of each program consistent with the State Role in Education and other policies adopted by the State Board of Education, the Commissioner, and the Administrative Council?

   The State Board of Education has identified certain classes of activities which are particularly appropriate for the Department of Education, thus implying that other types of activities are more appropriately performed by other agencies. Programs within the Department should strive to use their resources for activities consistent with the State role as interpreted by the State Board of Education, the Commissioner, and the Administrative Council.

The two criteria described above will enable planners to ascertain that program objectives selected are not "the wrong ones". They do not, in themselves, assure that the program objectives are "the right ones". The criteria which follow move toward the latter.

3. Are Department-wide and division-wide priorities being attended?

   Wherever possible and appropriate, programs should be aimed at Department-wide and division-wide priorities.

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4. Is educational renewal being furthered?

   Educational renewal provides for modification of goals and objectives on the basis of assessed needs, followed by the necessary modifications in educational programs. These activities have a priority mandated by statute. Thus, whenever possible and appropriate, programs should contribute to educational renewal.

5. Are optimal objectives being selected?

   It is obvious that Department-wide and division-wide priorities will dictate only a small portion of the decisions related to program objectives. There are many contingencies which will be left open to planners in the individual programs. In making decisions regarding these objectives, planners should feel secure that the objectives selected are reasonable and are likely to contribute to the mission of the Department, the division, and the bureau or section. This assurance can best be obtained through a process of objective selection which brings to bear the maximum number of relevant sources of information.

6. Are resources being used efficiently?

   This question asks whether the objectives could be accomplished with fewer persons or with other reductions in resource allocation.

Criteria 1-6 deal with the appropriateness of program objectives and plans. Once the objectives are selected, it is important to know the extent to which they are being achieved. This is a consideration in program planning, as well as in evaluation. If meaningful evaluation is to take place, it must be built in at the time of planning. Criterion 7 addresses itself to evaluation.

7. Are objectives being met?

   This question is answered on the basis of evaluative criteria set forth in the planning. Thus it is essential that quantitative indices of program effectiveness be identified in the planning process.

Principles

Many people believe how a state plan for moving to competency-based teacher education was developed is more important than the quality of that particular plan.

Principle One: No matter what you do, you will be criticized.

A variety of states have used almost every possible approach to developing a plan and none has escaped criticism and in most cases have experienced open hostility. If an agency accepts principle one as a given, at least, the amount of lost sleep should be reduced. However, there are options a state has which will change radically the range and focus of the opposition.

Principle Two: The more interest groups involved, the better.

Remember you will always leave someone out. And some people when initially involved will maintain they don't know enough to participate. The same people will complain, however, if any decisions are made without them.

Principle Three: No approach to competency education will ever be implemented if teachers (or more specifically the organized teachers' group) are opposed.

The greatest threat in competency education is to inservice teachers. Possible results such as merit systems, the elimination of tenure, and greater demands for accountability all threaten teachers. States basing their systems for determining teacher effectiveness on student learning (without supportive research)

are being pressured by teachers to change this idea.

Teachers, however, are very supportive of state plans where they have been involved in the development of the standards and where the state has been responsive to their concerns (Washington is an excellent example of this).

The bargaining power that some teacher groups now possess (and most other soon will) makes it obvious that teacher groups are willing to unite and act when a policy seriously affects their self-interest.

Principle Four: The greater the state commitment to competency education, the greater the opposition.

There is a direct relationship between the extent to which a state says <u>everyone</u> must move to competency education and the organized opposition to that approach.

Several states have said all programs must become competency-based and have established timelines for dates of full implementation. These states have been challenged constantly to justify their positions. In one state the timeline was set back two years as a result.

States proposing competency education as an alternative face fewer problems, and states that focus only on undergraduate teacher education (as the alternative) face the fewest problems. In this instance, no one is forced to change and the role of colleges as the proper source for teacher education is unchallenged. States that have decided teachers and school systems should have a legal responsibility (even if shared with collegiate institutions) for teacher education have created college and university

opposition almost overnight.

Principle Five: If you don't know where you're going, you won't know when you get there.

A state should spell out in exact detail what it expects to accomplish through the support of competency education. For example: student gain in reading scores on national examinations, a reduction in juvenile delinquency, a higher income level, more students staying in school through high school graduation, a career development system that analyzes teacher capabilities and provides learning opportunities for the improvement of the system, etc.

If one is seeking a better society, happier children, better adjusted adults, the goals (no matter how praiseworthy) are probably beyond competency education and up to now beyond the present educational system.

Chapter 4

BUREAUCRACY - COMPETENCY - WASHINGTON

All state agencies should be aware that any commitment to competency education will have a very significant influence on the state agency itself.

This author has been particularly fortunate in having the opportunity (through the cooperation of persons spanning the continent) to study the development of competency education in the State of Washington over the past four years. The early years of this effort are described in "New Directions in Certification" published by the Association of Teacher Educators. However, that chronicle ended two years ago and neglected the item most important for this analysis: the effect of the introduction of competency-based teacher education upon the Washington bureaucracy.

The emphasis here is not on what policies were developed, but on how those policies affected the Washington state agency. But a little perspective is necessary.

Briefly, the Washington approach was based on four principles:

1. Professional preparation should continue throughout the career of the practitioner.

   Since we live in a changing society, we must expect that the roles as well as the areas of competency demanded of school professional personnel will change; preparation must be seen as a continuing and career-long process. In addition, it is not unrealistic but also inappropriate to expect the beginning professional to demonstrate all abilities expected of the experienced professional. Therefore, continuing experiences must be provided for the beginning practitioner.

2. School organizations and professional associations as well as colleges and universities should be recognized as preparation agencies.

   If preparation programs are to be relevant, representatives of all agencies and agents which are affected by or which affect education should participate in isolating areas of competence and professional standards.

3. Discussions about preparation should be based upon performance--performance in relation to stated objectives in the world of the practitioner.

   Since it is on-the-job performance which separates the effective from the ineffective professional, preparation experiences should be designed around, or be based upon, performance objectives and behavioral outcomes.

4. Preparation and career development programs should be individualized.

   If preparation programs for school professional personnel are to be consistent with what we know about learning and about the individual, preparation programs must permit a person to progress at his own rate and in a manner consistent with his unique learning style and personal characteristics.

Wendell Allen, assisted by William Drummond and Lillian Cady, associates in his office, were the humans (the bureaucrats) whose lives were directly touched by the movement to competency. As this is written, Allen has retired, Drummond is an education professor at the University of Florida, Gainesville, and Cady is now on leave. It would be foolish to say that these present activities aren't directly related to their efforts to promote competency education. Strongly advocating any new movement or practice is precarious for the individual. In any bureaucratic organization (state agency, college, school district, business) with strong institutional trends and a tendency toward the status quo, the personal gamble is even greater.

The efforts by Wendell Allen to develop a competency approach

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to the problems of teacher education and certification had significant impact upon the state education agency itself and the bureaucracy therein.

Relationships Within and Without the Agency

The State Superintendent in Washington is elected, and that may well be the most significant fact in the future of competency-based education in that state. By state law the office of State Superintendent is now non-partisan; however, it is not unusual to find that the State Superintendent has previously been an active political figure.

Wendell Allen joined the Washington Agency in 1948, having been recruited by the then State Superintendent, Mrs. Pearl A. Wannamaker, a former state senator. Within two years, Allen became the Assistant Superintendent for Teacher Education and Certification.

Elected in 1960 and re-elected in 1964 and 1968 to the post of State Superintendent was Louis Bruno. An educator, more liberal than conservative, Bruno was an active supporter of Allen and the state agency's attempt to improve the quality of teacher education throughout Washington.

The relationships that affect a bureaucracy are not only internal; probably most significant is the legislature. The State Board in June 1971 adopted the new standards for the preparation of school personnel that had been developed so carefully over such a long period of time under Allen's direction. Several significant events occurred during the year before the State

Board acted.

The Legislature

Perhaps the most serious problem came over the question of whether or not the certification and teacher education office would continue to exist. When the Governor's budget was submitted to the state legislature in the spring of 1971, an item totaling exactly the amount of money needed to run the teacher education and certification section was deleted by the legislature. Dr. Frank Brouillet, director of personnel at Highline Community College near Seattle and co-chairman of the interim committee on education of the Washington State Legislature, feels that the cut was not a reaction to the movement toward performance certification. "It was probably a whim. Somebody said let's cut something and somebody else said, 'Well, certification people don't do anything but shuffle papers and a couple of people could do that'."[1] The negative feeling toward certification was compounded by a direct personal attack upon William Drummond by another state legislator. On the floor of the legislature, he noted that Dr. Drummond had spent some 68 days of travel out of the State of Washington in the past year and that it was impossible for him to believe that anyone on the state payroll could be out of state that much and still effectively serve his state. These challenges to the funding and to the travel status of state personnel appear related.

Whether the cutback in funds for the certification office was related to statewide concerns over the competency plan or

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not is a controversial point. Bruno, the State Superintendent, said that they were related; Brouillet didn't feel that they were. It is difficult to reflect what might have influenced a vast number of legislators at that point. Certainly the competency plan had been highly controversial and had been well publicized. Brouillet believes that it hadn't been that well publicized in Washington: "People in New York know more about the fourth draft than the people in Washington."

The Drummond travel problem, however, had major repercussions. Drummond is quick to note that a significant amount of that travel was on weekends and on his own personal time, and also that he was charged with administering a federal project which required his attendance at a number of meetings throughout the United States. The problem was not whether he could justify the time but the nature of the public attack. The immediate response was a rule that no state agency personnel could travel out of state without specific authorization from the State Superintendent; and if they were to go, they were required to take vacation time for those days. A direct result of this was that no one from the state agency in Washington was able to attend a national convention on performance education held in Houston, Texas in May 1971. It could well be argued that had the state agency people in Washington not been involved in developing performance standards for the previous four years, there would have been no national convention. In addition, the criticism in the Washington legislature spread throughout the northwest so that state agency personnel from Utah refer to the

"Drummond restriction" on travel which has spread there.

Bruno, when he learned of the cut in the budget, contacted a friendly superintendent and said "I've supported you in the past and I need your help now." Mustering as much support as possible, including that of the Governor, a meeting was held and the money was put back in the budget.

A direct result of the attempted budget cut was the assignment of a full-time state agency liaison person to work with the state legislature.

The legislative relationships also touch on other funding problems. Brouillet noted that there were some members of the budget committee who were afraid that the new standards might cost much more money than the present standards. He complained that the state board works too often in isolation from the legislature. One item, he noted, costing several million came before the committee dealing with fourth draft implementation, and it was cut. Another item later came before the committee which simply mentioned the fourth draft, and it was cut <u>without even being considered</u>. Brouillet said that he had an ambivalent attitude about the state education agency. "The bureaucracy appears to keep growing, yet we do need additional services." Brouillet's personal work with community college teachers has led him to be less than fully supportive of the certification office. "Several years ago they removed certification requirements from community college teachers, and there was no change in the quality of personnel. There was less red tape, less paper work, and more freedom to hire people with unusual experience."[2]

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The Teachers

Item: Professional Negotiations
Rights of Employee Organizations. Representatives of an employee organization chosen by secret ballot by a majority of the certificated employees in the K-12 or community college program of a district have the right, after using established administrative channels, to meet, confer and negotiate with the board of directors of the school district or board of trustees of the community college on school policies including but not limited to, curriculum, textbook selection, inservice training, student teaching programs, personnel, hiring and assignment practices, leaves of absences, salaries and salary schedules and non-instructional duties.[3]

Another developing and constantly changing relationship has been that between the state education agency and the professional teachers. Granted the right to bargain under the above provision, the attempts by the Washington state agency to involve teachers as parity members of policy boards for the development of programs for the preparation of teachers cut across efforts by teachers for greater professional autonomy. The National Education Association in the past few years has been attempting to remove certification power from state education agencies by assigning to a professional standards board the responsibilities for teacher licensure.[4]

Teacher organizations are now seeking power. By 1969, 16 states had established legislation in which professional standards boards were created. Teachers are less and less interested in participating in parity arrangements and more and more want the right to control all educational decisions concerning teachers. The concerns that teachers had about the proposed standards became, therefore, very significant. Teacher support was essential. The fourth draft was particularly objectionable to

teachers for two reasons:

(a) The consultant certificate which they felt represented an attempt to establish a merit basis for differentiated salary systems within the state, and

(b) The constant use of the word performance, because of the connotations of behavioralism.

The Teacher Education and Professional Standards Commission of the Washington Education Association, chaired in 1970-71 by Dr. Fred Meitzer, was active in working with Allen and in revising the fourth draft. Meitzer and representatives of his committee met with Allen and told him what changes they desired. As a result of this meeting, the word performance was all but eliminated from the final standards passed by the State Board. The consultant certificate was also eliminated although this decision had been made before the meeting. Allen agreed to these changes because he believed that changing the wording would not truly change the document. This was one of the few times during this period when Lillian Cady and William Drummond openly disagreed with Allen's strategy. They felt that he had been too precipitous in giving in and that he had significantly hurt the document. However, their views were mellowed when the standards were presented to the state assembly of the Washington Education Association and unanimously supported.

If the new standards in Washington have a long-range and permanent effect upon the preparation of school personnel, it will undoubtedly be because teachers in the State of Washington believe in the standards and in their potential. The belief came, however, only after a long and arduous process of developing

relationships with the state teachers and through an open and consistent approach. This calls for a shift in role and responsibility and is discussed in another section of this chapter.

Throughout his career, Allen had maintained excellent relationships with officials of the Washington Education Association. However, that Association has (as is true of many similar associations) in the past five years gone through a shift in its authoritative structure, its value orientation and in its leadership. The Washington Education Association is a much stronger organization today and much more oriented toward a positive and occasionally aggressive approach to securing rights and benefits for teachers. Its role has switched from consultative to leadership, service to action, a shift not unlike that taking place in the state bureaucracy during the same period of time.

The College

The relationship to the college personnel in the state was also shaped and shaping during this time. The new standards require that schools of education give up a significant amount of what once had been their sole authority over the preparation of teachers. The deans of education and the teacher educators in the colleges generally were mildly unhappy with or strongly antagonistic to many of the concepts in the new standards. The standards were passed, however, without the college people mounting a concentrated attack in any meaningful way that would influence either the legislature or the State Board.

Dr. Fred Giles, Dean of Education at the University of Washington, is still highly critical of the new standards. He is most outspoken about his concern for the parity arrangement with school boards and teachers. He maintains that teachers are a legally constituted bargaining agency as are school boards and that when college persons attempt to sit down with those two groups they will never operate as equal partners. He also is concerned about the logistics of trying to develop a consortium with every school district in the state and ending up with dozens, if not hundreds, of different programs. Giles noted that the contribution that the state made was not the development of new standards but the creation of a ferment about teacher education in the state. "It has caused many colleges to look inward for ways to improve. We would be doing what we're doing now without the fourth draft. The change has really been from more restrictive to less restrictive. Here we look on the standards as minimals, not as a thing that makes for improvement, and programs should provide far beyond minimums."[5]

Relationships, then, with the State Superintendent, with the state legislature, with the teachers and with the Washington college personnel were all at this time shifting. The state agency's movement to competency standards resulted in the appointment of an agency liaison officer to work with the state legislature. The teachers in the State of Washington were involved actively in examining new standards for certification and because of this involvement became more powerful and more united. College educators generally became more alienated from the state

agency because of what they felt was a loss in their authority.

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Committees

Another relationship was created with the committes which assisted Wendell Allen. Two committees are particularly important: the standards revision committee (an ad hoc group established in 1960 which drafted parts of the new standards) and the teacher education advisory council. For several years before the first draft appeared in 1967, the standards revision committee was challenged by Allen to discuss what might be an ideal preparation for teacher education. Dr. Edwin Lyle, then Director of Education at Seattle Pacific, recalled: "Wendell would let us write in the sky as it were, until somebody started to ask administrative questions. How many people were involved? How would you do this, or what is it going to cost? He would always stop us and say, 'That is not what we're worried about now; what we're worried about is what are the values behind the system, what are you really trying to do in public education and how does teacher education fit.' We spent a couple of years talking about that before we got around to talking about new standards."[6]

The advisory council more directly concerned with policy operated differently. Recognizing that the group was exclusively teacher educators, Allen expanded it over the past few years to include teachers and lay citizens; it now numbers 48 people. This group meets several times a year to make policy recommendations to the division, in a form Allen devised. After a brief overview of what his office has been doing, Allen then divides

the group into a series of smaller groups, 5 to 10 in each, and asks them to advise his office on specific questions. For example: How many hearings should be held on the new standards? When is an appropriate time to report to the state board? Should the consultant certificate be eliminated? At the final session a report is made upon the recommendations from each group. The advisory council hardly ever votes as a body on any issue. Minority reports are often buried, and strong, negative reactions to policies never surface. This might be contrasted with an advisory council that attempts to vote on every issue that comes before it, in a sense to take the initiative for creating policy. Allen's advisory council has found him to be open and he in turn has acted with respect for its judgments. Again a form of relationship, a changing form, an evolving form.

Developing and maintaining ever-changing relationships is within the capabilities of a state bureaucrat; however, obtaining needed resources often is not.

The Needed Resources

Two resources are fundamental to a state agency if it wishes to develop competency-based approaches to teacher education and certification. The resources are fiscal and human. And no worse time could Washington have picked to need fiscal resources.

While the approach to new certification standards began at a time of prosperity, the Seattle area and then the whole state of Washington were soon engulfed in what many people would call a full-scale depression.

Jon Stewart, in an article in Ramparts (May 1972) on Seattle, included the following statistics: 12-17% unemployed; in Central District, 35% unemployed; FHA home mortgage foreclosures and deeds in lieu increased 1600% between December 1968 and December 1971; suicides increased by 20% between 1968-71.

The cutback in employment at Boeing, the major industry in Seattle, was responsible for a statewide recession which was most intense in Seattle.

A graffiti on the wall in the Seattle Airport told the story best: "Will the last person who leaves Seattle turn out the lights?"

Needless to say, state fiscal support was not available for the development of performance programs. One fiscal agency, however, wanted to change education and was anxious to help state education agencies do it.

The Elementary and Secondary Education Act of 1965, part of President Lyndon B. Johnson's anti-poverty program, became a source not only for Washington's efforts in performance education but more broadly the resource for the national effort in performance education. Funds available under Title V were earmarked for strengthening state departments of education. Without these funds the state agencies would not be what they are today. These funds enabled the state bureaucracy to grow without any additional state support.

Allen quickly became aware of the potential funds that were suddenly available from the United States Office of Education. The efforts of Allen's advisory committees to look at new forms

of certification in 1966 were intermixed with beginnings of a series of proposals prepared for federal funding. The Education and Professions Development Act, B2 section, provided resources specifically for pre and inservice teacher preparation programs. The State of Washington tied the development of competency-based preparation programs into the funding requirements for local projects. The state provided $1,507,453 in the period between 1966 and 1973 in B2 funds primarily in an effort to refine and implement competency-based pilot programs. The biggest opportunity and the biggest disappointment came with the Triple T funds, Training for the Trainers of Teachers, also available under EPDA. Encouraged to develop a proposal and after months of arduous work by a host of educators, a proposal totaling over $3,000,000 for two years was submitted to Washington, D.C., with expectations that it would be funded. Outstanding educators from around the United States were being interviewed by the state office to undertake some of the administrative responsibilities made necessary and possible through these funds.

Item: First time I met Bill Drummond I couldn't stand him; he was very cold and distant. Now that I know him, I like him immensely. I found out later that I met him about an hour after he got the news that Triple T was being funded at only 15% of its anticipated funding level.[7]

The State of Washington received approximately $300,000 for two years instead of $3,000,000 and the performance movement in Washington began limping rather than running.

More modest federal funds were also available during those years from such activities as Career Opportunities Programs and

Teacher Corps. These funds gave to the Office of the Assistant Superintendent for Teacher Education and Certification tremendous flexibility and visibility. When other agencies were being cut severely, Allen was able to lobby successfully for the new positions. When state education department personnel had less money for travel, he and his staff had more money to travel. When other state offices were unable to hold large meetings and pay consultants to run workshops and travel out of state, the staff of the certification office could do all of these things and never once touch state funds. In a sense the early garnering of funds made it much easier to receive more funds later.

Approximately 15% of the federal allocation for Title V funds was reserved for special grants by the United States Office of Education to individual states or consortia of states. Washington, successful in the early stages of this legislation, became a member of the 1966 M-Step Project (Multi-State Teacher Education Project). It was this modest amount of money, approximately $50,000 a year to each of the seven participating states, that enabled Wendell Allen to hire Bill Drummond. An interesting footnote to the performance movement is that the activities in the States of Washington, Florida and Utah in performance education can be traced directly to projects begun with the M-Step money.

The need for fiscal resources relates directly to the acquiring of other essential resources. Drummond came to the Washington agency through federal funds available under Title V. He moved from the Director of the M-Step project to the Director of

the Triple T project, another federal line. Because he was on federal funds, he was able to be paid at a considerably higher level than an associate position would normally receive in the Washington state agency. And although he held the various titles of director, he was technically and legally an associate in the state agency. Allen was very careful in selecting his two associates, William Drummond and Lillian Cady, who joined him in 1969. Cady was Director of the EPDA B2 Projects for the State of Washington. "I waited," Allen reported, "until the people I wanted were available. I would rather pay a few extremely capable and dedicated people high salaries than have more people for less money with less ultimate potential for significant activity."

The Triple T funds also made it possible for the State of Washington to add staff development coordinators to its staff. Three young men were hired, one to work in Seattle, one in Spokane, and one in Yakima. Each was charged with the responsibility for encouraging the development and coordination of consortia which would be responsible for the development of preparation programs for teachers.

Allen recognized the necessity for state funds to develop programs and consistently went to the state legislature with requests for such funds. He believed and believes yet that the most appropriate way to provide such funds is through mandating for staff development a percentage of the state education aid that goes to local school districts. In the 1970-72 biennium such funds were requested by his office. When the teachers in Washington in 1970 were faced with an across-the-board cut because

of the economic situation and saw their support being reduced even further by the allocation of some of the monies for staff development that had been previously available to them, they opposed the legislation and no funds were made available.

This period, 1966 to 1972, then could be characterized as a period of almost total dependence upon federal funds for both the fiscal and human resources necessary to undertake the development of performance-based teacher education.

Differing Roles

Finally, the roles of all professional staff within the state agency changed. Performance education in the State of Washington was not an isolated thrust of a single office but was part of the united thrust of the entire agency. Believing that educational systems should be open, that education should be more humane, that children, adults, and prospective teachers should have choices, the education agency adopted a broad spectrum of projects to evolve such policies.

Superintendent Bruno noted that, "When I first came here, we announced our rules and regulations and expected everyone to comply, but we didn't see significant improvement in the quality of education. Then we would put together teams of experts who would visit schools and colleges, and they would make reports and people would react, but we still didn't see significant improvement. Now we believe that our staff must function differently. They must possess leadership skills and the skills to act as change agents. They must know how to

intervene effectively."[8]

The State of Washington recently abolished its required curriculum for graduation from high school allowing considerably more flexibility in student choices.

The state agency was changing as the total society was shifting. The roles of the state personnel were changing. Superintendent Bruno noted: "We have to do different jobs, and do them better if we are to truly effect change and improvement in the education system."[9] For example, Bill Drummond became a consultant to Northwest Regional Laboratory, another example of federal impact. At this lab a series of three-to five-day and up workshops were developed for the training of educational personnel. Drummond became a trainer and a series of workshops designed to train educational consultants were sponsored by the state agency with Drummond as the instructor during the summer of 1971. Approximately 16 people from the Washington state agency participated in the two-week series. The representatives came from all parts of the Washington agency and included at least one assistant superintendent. The difficulties of changing roles, of grappling with problems, establishing priorities, being sensitive to the needs of others, knowing what resources are available and how to utilize them, all were included in these programs. The state agency was willing to commit time and money to changing its staff and thereby to changing its role.

The Future

If these were the effects on the bureaucracy during those

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years, and it did change and it did grow and it did become more influential because of its funding powers made possible through federal sources, what of the future? Allen in 1972 created his next biennium budget. It is reflective of his thinking and of his approach to educational problems. The request for the operation of the Division is decreased, although because of the curtailment of federal funds, $18,000 additional state funds will be needed. Because Allen is still convinced that the way in which the new standards should be funded is through the allocation of funds in the general state aid formula, the Washington agency asked for a total of $3,300,000 in the 1973-75 period, to cover the estimated cost of 5500 persons each year in training. This money did not appear in the Governor's budget when it was submitted in the winter of '73. The Governor's budget did include, however, $200,000 in funds for staff development that would flow directly from the state to the school districts. Allen, who is able to see a bright side in almost every dark cloud, indicated that he was still pleased that the $200,000 had been allocated because the principle of direct state support for staff development was essential, and he knew that if the idea caught on the funds would grow. Allen was equally philosophical about the past reduction in the Triple T funds. "It probably was better that we didn't have all that much money to pass around. So many projects would have been hard to manage, and since people weren't going to have a great deal of extra money to do these things anyway, it probably was better for them not to feel that they needed extra funds every time they wished to do something."

Dr. Allen's budget for the next biennium also envisions a decrease in staff. This is consistent with his belief that as a consortia develops it will make more and more of the decisions and that the routine work of the state agency would be reduced. As noted, Drummond has already left the state agency; he was replaced by Edwin Lyle, formerly Dean of Education at Seattle Pacific University. Two of the three staff coordinators have already left and have not been replaced, and Dr. Cady has indicated her desire to return to the college campus and is now on a year's leave.

This movement toward competency education in Washington provoked an absolute need for outside funding, irritated the state legislature, created new positions and changed the roles of those serving in the state agency all within six short years.

1973

In January 1973 a newly elected Superintendent of Public Instruction took office in the State of Washington, Dr. Frank Brouillet. On his first day in office he announced that he was reorganizing the state education bureaucracy and that he would accept the resignations of all of his assistant superintendents. In time, he would then appoint new assistant superintendents to conform to his new organizational pattern. Wendell Allen remained with the Washington agency, but retired during the summer of 1973. His administrative responsibilities were transferred to Lillian Cady. And the questions posed in the beginning of this chapter concerning the long-range effect on the bureaucracy

of the introduction of competency-based teacher education appear to be easier to answer. There is little doubt that William Drummond's decision to leave the education department was hastened by the action of the state legislature in singling out his travel as an inappropriate activity for a state agency person. The fact that as a result of this he lost opportunities to attend a number of national meetings to which he had been invited no doubt disturbed his professional conscience. It may also be a direct result of the efforts to develop new standards in Washington that the new Superintendent felt that Wendell Allen was replaceable. Brouillet was interviewed several years ago and his comments have already been noted.

Many people wondered if Washington would maintain its momentum with Drummond gone; even more now they will wonder if it can with Drummond, Allen and Cady gone. Wendell Allen believes that by involving people you can create an atmosphere where dynamic change takes place. He committed his final years as Assistant Superintendent to creating an open system. It is his belief that so many people have been involved so long that it would be impossible for the state to move in any other direction.

A look at the Washington effort ten years from now would definitely answer these questions.

FOOTNOTES

Chapter Four

1. Interview, Frank Brouillet, August 7, 1971.
2. Ibid.
3. "Legal Rights and Responsibilities of Washington Teachers," 1969, p. 31.
4. Fred Daniel and Joseph Crenshaw, What Has Been and Should Be the Role of State Education Agencies in the Development and Implementation of Teacher Education Programs (Both Pre and Inservice)?, p. 47.
5. Interview, Fred Giles, August 9, 1971.
6. Interview, Edwin Lyle, October 27, 1973.
7. Interview, John Mulhern, February 22, 1972.
8. Interview, Louis Bruno, July 28, 1971..
9. Ibid.

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Chapter 5

PBTE - DIALOGUE

This publication began with a discussion. K. Fred Daniel of the Florida Department of Education, William H. Drummond of the University of Florida, Gainesville (formerly of the State Education Agency in the State of Washington), and Theodore E. Andrews of the New York State Education Department spent one day talking. Their collective experiences, beliefs and hunches were shared and those in large part became the dimensions around which this manuscript grew. But in taking ideas out of context, something has been lost. On the following pages you will find edited selections from these discussions. They have been included to give readers another dimension, really another resource.

Consortia

Daniel: If there are various political factions and you can't go with one of them without having a problem with the other one, you have to have a way of building them all in.

Drummond: The other side of that same story is that if you don't have basic data to work from then all decisions are political. It may sound funny, but your decisions tend to be more political if you don't have some kind of scientific support for them. That's where I sense we are. We don't have an adequate knowledge base to

go any other way.

Daniel: As far as getting adequate resources for a training program, you don't have to establish a formal consortium for political reasons. There's another reason, too, because that's a way to get commitment. If one faction has all the control and is trying to get support from another faction, it's pretty hard to get that support and commitment unless you buy it or unless you give them a voice in decision-making, which is what a consortium does.

Drummond: Another thing, as you put more emphasis on output, that output is always measured out there in the field. I just don't know any other way.

Daniel: You can get a setting for measuring the output without a consortium. You could buy it or you could just solicit it. There was a day when if a teacher got a request from a college, that teacher would work all night because the college had recognized him as having something that that place could use. Do you want the disadvantages?

Andrews: Yes. For what reasons...?

Daniel: The more people you have involved, the more problems in getting consensus, the more expensive in terms of time, money, getting people together, and the slower the decision-making process.

Drummond: And we still do not have very good management models--in New York a four-headed monster, in Washington, a

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three-headed monster.

Andrews: We're probably getting more flak on that than anything else. The criticism we're getting is from the colleges. This is their life-blood. If we try to develop a consortium and the whole thing falls through, who's hurting? Is it the school district, the teachers association, or the college?

Drummond: It's the kind of thing Fred mentioned a little earlier. The college developed as a reservoir of expertise, and it has gradually moved over to be a reservoir of bureaucrats. That may be a little on the tough side, but all I'm trying to say is that colleges and universities (in Washington) that do have expertise and share it aren't having any trouble at all. They're busier than they have ever been. It's the ones who are afraid of sharing that are having the trouble. The truth of the matter is that we don't have enough to do the job even if we put all our emphasis and energy available into it. To fight one another is not the issue. But I hear you all right and I hear some of it in this state.

Andrews: The thing Washington did that New York did not do was get the profession so enthused about the whole thing that they would carry it politically.

Drummond: I don't know if we've done well by our consortium. In the early stages of consortium-building a good way to go is to invite everyone to come to a meeting--

all the institutions and all the groups and then to establish caucuses at the meeting of the interest groups that are there, so that those interest groups then can have equal representation on the beginning planning committee. We had some trouble in the early days because we didn't know how to go about doing that.

In our case we had three factions, we invited representatives of every teachers association of every school system and all the colleges working in that area, and we had caucuses. They elected their own people to represent their cause and to do the beginning planning. Then that group came back and laid out plans for consortium-building to the original body. There is a danger always both in consortium-building and in program development later on of wanting to be sure that everything is tied down before anybody tries anything, a hesitancy to say couldn't we do the consortium for one little piece of it and try it out rather than go for the whole program. That kind of notion makes a lot of sense to me. You can get some feel of what it is like--even if it's only to work on the student teaching laboratory experience phase of it or work on the human development elements.

Drummond: If you look at the programs that seem to be coming through, or the pieces of programs, they almost all tend to be individualized and like a programmed text. I'm almost convinced that if you individualize more, then you also at the same time need to provide more group identity, which is a funny activity. If you start moving people onto an individualized mode, you need to provide for a variety of learning styles. Secondly, you need to provide both ends of that continuum, both individual and group activities. Where I see they're having trouble, they're doing some really lovely things but they haven't recognized the kind of thing we learned in the old M-Step project. Just as soon as we ran the kids into an individualized set of modules they had to have a kind of T-group off to the side or they couldn't deal with themselves.

Andrews: You haven't required the use of modules in Florida, have you?

Daniel: Pretty hard to do it without the individualization.

Andrews: I think you could do that very easily if you set up a terminal assessment.

Daniel: But I don't see how you could use training resources efficiently without individualizing.

Andrews: It would seem to me to be consistent with the concept of performance education that the college could develop a terminal assessment system. That would not

have to threaten the lives of all the professors. Feedback from it obviously would affect the program?

Daniel: Like New York Regents Exam?

Andrews: Not exactly. I guess what I'm into is the problem of changing college professors. Requiring modules forces that change, and I believe a college or state could have a competency-based system without using modules.

Human Change

Andrews: Is cost a problem?

Daniel: I think cost is a problem if you have the constraint of keeping all the people you have now on in the same kinds of positions. If you get complete flexibility in staffing, which nobody has, as you're changing programs, the problem of cost could possibly be reduced. But if you have a problem of keeping present obligations, cost could be critical. You don't need so many high-priced people for a performance-based program. You need some high-priced people for design and to supervise diagnosis, but you don't need them except for the new stuff that you haven't been able to put into your technology yet. But that's not a big part of your program. You don't need much of it; but you do need some of it.

Drummond: There's no question we're trying to build autonomy, both in teachers and kids. The question I'm trying

to raise is what really is autonomy. When are you really autonomous? You're normally autonomous when you do have a group which you're associated with who really cares about you. The skills that build such a group, that is a high-priced professor. That is not a graduate student's kind of activity. So there is still some high-priced stuff both in the design area and in the process area. But generally our current crop of professors doesn't fit either. That's where the cost is.

Andrews: Retraining staff isn't just a cost factor; it's also a human problem.

Drummond: We do not have people who are very talented in some of these areas, especially in design. Some of our graduate students beat our faculty. They have twice as many opportunities. If you're a graduate student in our college you can take a course in observational techniques, a course in systems design, a course in computer-assisted instruction--these are all available to you. But if you are a faculty member, although they might be available to you, you're not in a position to be able to take them because of a whole raft of institutional and behavioral norms that the institution lays on you. But you could take them if you really wanted to.

Daniel: It would make the ones teaching them uneasy.

Drummond: What do you do with the guy when he's not too sure

he has the statistical background to do the research needed?

Daniel: I think there's a problem with cost, but the greater problem is stimulating the desire for that kind of thing. Because if the desire was there it wouldn't cost much at all, but if you don't have the desire there you have to buy the person's ego as well.

Andrews: That to me is one of the real crunch problems in the field. I don't know how you're going to turn all the faculty on.

Drummond: We have now at the University of Florida gotten recognition that the development of training materials will be equal to writing and publishing, so it's part of the faculty reward system. I think that's a major step forward but you see that's in a university college which is already committed to going in this direction.

I would say it would be helpful if the state would <u>suggest</u> (to do more would get it in trouble) that the faculty of the college might want to work with an outside agency in helping them think through their key issues or concerns that they would like to deal with as they move to a new program. That way, they are not dealing with it on the basis of the State's mandate but are trying to blend together what they consider to be their own concerns. The thing that I tried to do down here at the University

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at the beginning of this year was to try to get all the people who have administrative responsibility in the college together into a workshop which has been going on ever since. Where we started was: What are the circumstances in your life that are preventing you from accomplishing what you want to accomplish? Getting all that stuff out on top of the table so that those circumstances that were preventing me--or whoever it is--from doing what I want to do, were part of the agenda of moving that university over to an accountability mode. I believe that's a good technique, and I think that the state would be well to say to an institution that you should always be dealing with us this way.

Andrews: I recommended that New York ought to spend this year retraining staff in process skills to create really a client-centered view of working with the colleges. Florida has been trying to work with the colleges to create more interest in performance. Has it paid off?

Drummond: Yes, it paid off.

Daniel: I think it, in general, changed the attitude of the colleges toward performance-based teacher education.

Drummond: There could have been a little change anyway because it also was a trend of the times--it had to move that way.

Andrews: It took most of a year, didn't it?

Daniel: In addition to other responsibilities, one staff member held all those sessions for colleges and public schools. There were two rounds. First there was an introduction round, then there was the next round that dealt with the Catalog of Competencies and reviewing the training materials.

Andrews: Our hearings have not been too successful, mostly deadly, confrontation types.

Daniel: They don't trust you enough, and there's no substitute for that kind of thing. One other thing on the hearings: If the decisions have already been made and the hearing is to tell people what the decisions are that have been made, then it's dead. That was a problem we had in the beginning of the Research and Development program we had. We told them what we were going to do, and we said here's how you boys can get some of our money. They didn't like that. Those were unsuccessful.

In the Department there are policy papers which have been developed with involvement, at least partially in Elementary and Secondary which is the largest division. When they were adopted officially, we had seminars. In some places those were deadly, some places they were routine, and in some places they were very stimulating. They had the option to leave. A person could leave after the introduction, could go read materials or look at a slide-tape or go

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listen to a lecture. The basic design was open and I think openness of design has to be in it. If you tell them it's already decided, it's a challenge for people to confront you. Open means that you're not coming on as an authority figure. You're there to communicate if they wish to be communicated with. It's tougher in New York.

Andrews: Ben Rosner (Dean of Teacher Education, City University of New York) is concerned about the problems of minorities. Pretty soon we're going to deprive somebody of a job based on an inability to meet performance standards.

Drummond: I can't get too excited about it. I think you will begin to put pressure on whether or not there are direct relationships between teacher behavior and pupil behavior as a consequence.

Daniel: The issue really is validity of the criteria. If the criteria are invalid then minorities would be the ones who challenge. If the criteria are valid then they'll hold up. If the criteria are determined solely on professional judgment, that's the problem.

It may be hard to get a teaching certificate if you can't ask higher order questions and it's not characteristic of some cultures. Such people have very great difficulty asking higher order questions so they're systematically excluded.

Andrews: It seems to me that there are some tremendously difficult, cutting-edge kinds of issues that a state has to deal with in moving toward performance and many states fuzz over those questions as they go along, figuring they'll work them out later on, they don't have to settle them now. But they haunt them. Maybe I'm the only one who believes that.

Drummond: I've written down some crunch questions just like the ones we've dealt with; for example, management, records and reports.

Daniel: Deciding what competencies....

Drummond: Can we really assess the important things? How do you manage a program?

Andrews: That to me isn't a crunch question. That's one you can live with until you work it out.

Daniel: It's a question that must be confronted. It's a question that people don't seem to confront.

Drummond: The reason I say it's a crunch question--When you start playing out on a competency base then it becomes obvious that competency is not completely departmental any more. You don't organize the college and the university or anything in relation to competency; you do it on something else. As a consequence, how do you manage the notion of social studies and language arts and the elementary department and counseling and guidance all having the same competency

and yet not working together? So they say to themselves that this doesn't make any sense. How do we get ourselves task-oriented, organized to do the tasks that the competency-based thing lays on? It establishes a new set of domains, a new layer on your management structure. Then when you begin to lay on this competency layer, how do you get that put together?

Andrews: What I'm filtering out is people don't realize the dimensions of change involved. Is that what you're saying?

Drummond: That's right. They don't realize it nor do we have very many good management models to deal with it. I'm convinced that if you move to competency-based you'll begin to realize you've got six guys doing something one guy can do. Or we establish an experience for three guys and there are seventeen guys that could be doing it at the same time. How to lay that out on a management scheme then; at the same time, how do you record it so that student X knows what he has done and everyone knows what student X has done?

Andrews: Let me ask a reporting type of question. In El Paso we went to the University and looked at the Teacher Corps program. They record student progress on computer feedouts. Is not the computer a rational, although highly anti-humanistic, way to do recording?

The scary part is I don't know how you could do it if you don't computerize.

Drummond: I don't know either, so that's not a problem to me although it may be to some.

Daniel: It's not any more anti-humanistic than a secretary putting checks on a form and then xeroxing a copy for everyone.

Andrews: Bruce Joyce (Teachers College Columbia University) estimates that it would cost $500 a pupil just for the computer time, not to set the computer up to run the program, just the time. What happens when you start talking to a large university about adding $500 per pupil to the program cost. He based his estimate on a University of Wisconsin project where it worked out to $1000 a pupil, but he thinks you could get the costs down.

Drummond: I don't doubt he's right. I think that's a very small cost in relation to what we're talking about.

Daniel: I think the computer costs on anything can be brought way down. A lot of people do it.

Drummond: What I'm trying to say is that if you consider all the benefits, the cost of that is a minor element.

Daniel: I don't disagree with you, but I think people who make significant decisions about teacher education budgets might think that if they have 1000 students the cost would be too high. But it may be that given that number it wouldn't cost as much or that it would

be able to replace secretaries. In order for the costs to be absorbed it would have to replace professional time.

Andrews: That wouldn't be too popular.

What are your crunch assessment questions? I agree with your category.

Drummond: Criteria.

Daniel: If we assume we've decided what competencies we required it takes a lot of the problem out of assessment because really a lot of things that are associated with assessment are really involved in selecting the competency.

Drummond: Cost efficient techniques is another tough one. I really think we're going to have to develop far better means of teaching students observational techniques so that they can use them on one another because the time costs are tremendous in using faculty observers.

Daniel: Objectivity: If you have assessment techniques which are to be applied at University of Florida, University of North Florida and Florida International, could you be assured that they all really have the same competency? How much objectivity and reliability would you want?

Drummond: That whole matter of the affective domain always gets laid on.

Daniel: One basic problem of assessment is technology;

another is what kind of objectivity and reliability should you go after. Technology--how can you do it? The next thing is how precise do you want your measurement, which is the objectivity-reliability kind of thing. It's the same problem in construction--if you're constructing a bridge you have to be more careful about tolerance than if you're constructing a summer home on a lake or something like that. How much tolerance in the measurement of assessment do you want to allow on teachers?

Drummond: The business of trying to focus a faculty on half a dozen competencies they think are important and letting them hang in long enough on them, do research on them. That is a really tough one from a state point of view, in my opinion. I wish it were possible in this state to divide up some of the crucial generic competencies that everyone agrees on rather than having the R and D folks here playing it out. I wish it were possible to play out for a three-to five-year period a research program at institutions to try to both do the research and the implementation of modules in relationship of half a dozen competencies so that everybody is sharing in those half a dozen on the campus and they can be shared around the state, rather than this business of everybody doing a module on writing modules and going from there to the next one.

Daniel: It is possible if institutions will agree to redirect the research money that goes to them. It takes work to do that. In the state budget there's $10 million for faculty research in institutions. The board of regents allocates it to the institution and the state allocates it to the colleges; as such it's not so identified. But the legislature, if they read the program budget, thinks they're appropriating $10 million for faculty research. Something like $2 million of that goes to colleges of education.

Drummond: I think that's a really crucial thing in this state in contrast to Washington. That is that they provide here a research item just as I think up in Washington it is pretty crucial to go through consortia. Both of those things I think are crucial as you get down the line. If it weren't for R and D money, this state wouldn't be out in front now.

Daniel: But the R and D monies you're talking about and the R and D monies I'm talking about are different. This is a categorical R and D administered by the Elementary and Secondary. That's where you're getting these little bits of money around the state. There's a much bigger pot of money that goes to the universities but it's non-mission oriented research. But if we could make a proportion of that mission-oriented....

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Drummond: I don't know if you should control at all. I do imply that the universities ought to be encouraged to make a mission and that's what we're trying to do in our shop.

Daniel: There's been some talk of allocating it on a project basis by the Board of Regents, so that the University can do things once they get committed to doing things.

Andrews: I don't see all these as crunch questions. I would say selecting competencies, at least who is going to select them and with what specificity.

Daniel: When you try to talk about competencies with a group, these are people that have preconceived notions about them. Professional organizations are concerned. They don't care what the competencies are as long as they've been involved. I imagine once they got the power of selecting, other issues would arise. If you talk about what competencies teachers ought to have, they just can't get interested in it at all because what they're more interested in is who decides what competencies teachers ought to have or the form in which they're stated.

Andrews: That's a good example because the answer to who very definitely affects the next question which is what would you say if a consortium decided on the competencies. But then you've eliminated most of the problems involved in the state selecting. Most states, however, are leaving it totally up to the

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college to say how they're going to assess the competencies.

Daniel: So really that's like reporting courses that have no detail.

Andrews: I guess it's the same, there is no public level of criteria, they don't realize the dimension of change.

Daniel: If you did a Delphi technique, if the people are well-informed I think it's a big issue. But if the people aren't well-informed, they just can't be interested in the dimension of change.

Drummond: You might be interested to know that we have gone through a management seminar with the dean, assistant dean, and department chairmen of all departments of the college trying to build an administrative plan for moving the college over to an accountability mode. We now have a whole series of statements on things that need to be done. We are hoping to close school on January 22 and have the faculty and some of the students struggle through that set of things and lay them out in some sort of priority--what needs to be done by when. I would guess we're talking about a three- to five-year plan. The assumption I have is that the faculty will add things and fight some of the things that are there.

We've developed a sketch on hierarchy of competencies and a questionnaire in which we've asked each faculty member to identify three important competencies that

he teaches for and about which he would like to provide feedback to students and about which he would like feedback himself, on his ability to work on that competency. It starts off with theory, theoretical postulate, or conceptual notion at the top, then competency, then the evidence that you are now collecting or would like to collect, the instruments you know about, are using, or wish to be developed. We're asking them to lay this out in a three-fold manner. We're asking the same thing of administrators from the dean on down with respect to their role as administrators, the competencies in their administrative responsibilities, what they're trying to accomplish and so on. In that case we're borrowing from a study that was done at Ohio State which deals with the two general categories of organizing and maintaining morale. Organizing for work and maintaining morale as being two major functions of a good department chairman or college administrator. We hope that as a consequence we will have some scheme of steps to be done by a certain time and some assessment of who will be responsible for getting those kinds of things done. In addition we hope to have some focus on the competencies that are most important to the faculty so that we can lay it out in terms of a research frame and faculty and administration can feel that here are a set of competencies

that we're most concerned about. Then maybe we can focus more of our money down those alleys, with the idea that we won't get to a competency-based program full-blown for a while.

In my own personal case, in my own department, we had already developed a generic set of competencies for C and I people in graduate work. When this faculty thing came out, the department said, "Why don't we divide up our own generic competencies and see if there are some each of us are personally interested in and see if we couldn't devote our own time and energies into covering those items." We have done that and have a personal commitment to one another that's over the next six months to a year. We'll try to develop some instructional material and some modules that deal with those competencies that we have listed as being generic.

Here's one system of management here, and there's one over there that will be consistent, somehow, with the competency-based frame. Everybody knows right now that as you begin to make the shift the pressures begin to build and get tougher and tougher until the change is made. When the shift <u>is</u> made, there's a whole new set of anxieties before it's institutionalized and the people can play with it with some meaning. The elementary people right now are having difficulties. There was a whole program not on a

competency-based frame but on an experience-based frame which is very similar. All kids will have a set of experiences out in the field. There were a number of faculty that weren't ready to make the shift. Now they're in a mode of operation that is very different from the one they have had. I've really been proud of Bill Hedges who is the departmental chairman. Their new program has no grades. When they shifted to the whole program that way, that meant that they were no longer an experimental program and they had to meet the regulations of the University. They then had to confront the University. Every place along the line they confronted the University, Bill was told it couldn't be done. He has run all the way up through the University Senate and now has sixty-six quarter hours and with no grades.

Daniel: How has it gone into operation?

Drummond: In effect they have almost five quarters. It's what I would call non-course organization. It's all based on assessment of experience, very much like modules except they're not precise. Kids go through this set of experiences and they can do it in their own time and they work in certain public schools to get those things done has been built into it so the faculty isn't on their backs. They do have seminars that meet. They're pretty much like T-groups and

the kids and faculty are getting very close and at the same time they're doing improvement stuff. They have certain sets of experiences in math, music, art. I've tried to get them to use the same drawings, to lay out these sets of experiences that they're playing with and then find out whether or not they have experience in art or do they need to have them in P.E. They're coming to competencies (it's a contract program) through the back door.

Chapter 6

RESOURCES

Many persons (proponents and opponents) believe that supporters of PBTE are almost evangelistic--that a new religion has been discovered which will save mankind. In line with the religious nature of that thought, we offer the following (fictional) excerpt from a recently discovered ancient scripture.

> There was a prophet named Karl from a village called ACT TEE who went up into the mountains where he was given a stone tablet with ten great sayings on it. They read:
>
> 1. PBTE is the Lord your God, and you shall not have strange gods before it.
> 2. You shall not take the name of PBTE in vain.
> 3. Remember to keep holy the behavioral objective.
> 4. You shall not be time-based.
> 5. Honor individualism and criterion reference.
> 6. You shall not commit subjective evaluation.
> 7. You shall not forget pre-assessment.
> 8. You shall not bear false evidence against any student.
> 9. You shall not covet your neighbor's management system.
> 10. You shall not covet your neighbor's modules.

These are humorous, but there are four other homilies that perhaps should appear in stone.

The first: Consult With The Experts

The greatest danger in listing anyone as an expert is the realization that no such list will be complete. Many deserving

individuals will be omitted and the shorter the list the greater the number of omissions. The intent of this chapter is to provide a beginning.

Each of the resources listed should lead the reader to others; we have concentrated on sources that merge many efforts to provide persons interested in performance education the broadest base for developing policies.

The best single source of performance education now in the United States is:

Karl Massanari
Director of the American Association
of Colleges for Teacher Education's
Performance-Based Teacher Education
Committee
One Dupont Circle
Washington, D.C. 20036
AC 202-293-2450

The AACTE Performance Committee has already published 10 papers related to performance education. Two of these-- Performance-Based Teacher Education: An Annotated Bibliography and Competency-Based Teacher Education: The State of the Scene by Allen A. Schmieder--are excellent resource documents and should be owned by everyone concerned about performance education.

Coordinating another effort is:

Frederick McDonald
Director, National Commission
on Competency Education
Educational Studies
Educational Testing Service
Princeton, New Jersey 08540
AC 609-921-9000

The Commission has as its primary thrust the development of a massive national research and development effort. Funded

initially by the Rockefeller Foundation, the Commission is seeking multi-agency funding to create the needed research and development effort.

Many people believe the performance movement dates primarily from the time that the United States Office of Education funded the development of the Model Elementary programs. While funds were never available to make these programs fully operational, many parts of the original models have been implemented.

In order to maintain the leadership of this group, the United States Office of Education has funded a consortium of the Model Elementary Directors. Chairman of this group is:

Norman Dodl
Associate Professor
College of Education
Florida State University
Tallahassee, Florida 32306
AC 904-222-2950

Persons concerned about program development would find any or all of these directors an excellent resource. The names and addresses of each:

Bruce Joyce
Columbia University
Teachers College
Box 109
125 West 120th Street
New York, New York 10027

Gilbert Shearron
Chairman, Division of
Elementary Education
College of Education
University of Georgia
Suite 47
Aderhold Hall
Athens, Georgia

Vere DeVault
College of Education
University of Wisconsin
Madison, Wisconsin 53706

George E. Dickson
Dean
College of Education
University of Toledo
Toledo, Ohio 43606

James F. Collins
Assistant Dean
School of Education
Syracuse University
Syracuse, New York 13210

W. Robert Houston
Director, Competency-Based Center
College of Education
University of Houston
Houston, Texas 77004

Wilford Weber
Director
Teacher Corps
College of Education
University of Houston
Cullen Boulevard
Houston, Texas 77004

Del Schalock
Teaching Research
Oregon College of Education
Monmouth, Oregon 97361

James Cooper
Bureau of Educational Research
College of Education
University of Houston
Houston, Texas 77004

Bruce Burke
Michigan State University
East Lansing, Michigan

Charles Johnson
Division of Elementary Education
College of Education
University of Georgia
Suite 47
Aderhold Hall
Athens, Georgia

Officials at the United States Office of Education have been instrumental in promoting and securing support for performance education. Two of these gentlemen have both a long-term

commitment and broad knowledge of national developments. They are:

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James P. Steffenson
Chief of Program Development Branch
Room 2089 Teacher Corps
400 Maryland Avenue, S.W.
Washington, D.C. 20202

Allen Schmieder
Program Thrust '73 Task Force
United States Office of Education
7th and D Street, S.W.
Room 3682
Washington, D.C. 20202

Schmieder through his work with Task Force '72, the National Commission for the Improvement of Education Systems, and Career Education has developed and maintained a national involvement with leaders in the performance movement.

Steffenson's efforts in behalf of performance education include working with the Multi-State Teacher Education Project (1966), the funding of the Model Elementary Projects and more recently with Teacher Corps. In particular, Teacher Corps with its requirement that all programs be competency-based has developed a national network of resources. Steffenson or others in Teacher Corps can quickly suggest appropriate people to talk with or sites to visit, if someone approaches them with a question.

> The second homily: Beg, Borrow and Use Whatever Fits. Don't try to create everything yourself.

Management assistance could come from a variety of management consultants. We hesitate to name specific consultants since reactions to most management personnel vary so widely (due to the individual's reaction to management techniques, not

necessarily to the quality of the consultant). However, many states have utilized the American Management Association to assist them in finding appropriate consultants.

The Northwest Regional Laboratory also offers a number of programs that some states have found effective (Washington, Oregon, Florida, e.g.) in providing training for both collegiate and state education personnel. Its address:

Northwest Regional Laboratory
Lindsay Building
710 Southwest Second Avenue
Portland, Oregon 97204

Sample workshops include:

Research Utilizing Problem Solving (Classroom Version)
The instructional system includes all materials and step-by-step procedures for conducting 30 hours of instruction to increase teachers' skills for systematically carrying out a five-step method of problem solving: (1) identify the problem, (2) diagnose the problem situation, (3) consider alternative actions, (4) try out a plan of action, and (5) adapt the plan. Organized into 16 units, the instruction can be conducted as an inservice workshop or preservice course. In building skills, participants solve a typical problem of a classroom teacher. A qualified instructor can conduct the program for approximately 30 participants. (Second printing 1972)

Systematic and Objective Analysis of Instruction
The instructional system provides materials and step-by-step procedures for conducting 100 hours of instruction for learning skills in interpersonal relations, supervisory techniques and teaching strategies which can be applied in self-analysis and the analysis of other teachers for the improvement of instruction. The instructional program utilizes a deductive approach in which the participants practice doing certain activities and looking at their performance as the means to learning. The materials are organized into 46 units for conducting an inservice workshop or preservice course for teachers, supervisors and administrators. A qualified instructor can conduct the program for approximately 12 participants. (1972)

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Interpersonal Communications

The instructional system provides all materials and step-by-step procedures for conducting 30 hours of instruction for teachers and administrators to increase their abilities to communicate with students, the community and other school personnel. The materials are organized into 20 units for conducting an inservice workshop or preservice course. Topics include: (1) paraphrasing, (2) behavior description, (3) describing feelings, (4) nonverbal communication, (5) the concept of feedback, (6) matching behavior with intentions, (7) communicating under pressure, and (8) communication patterns in the school building. A qualified instructor can conduct the program for approximately 30 participants. (Second printing 1972)

Interaction Analysis

The instructional system provides materials and step-by-step procedures for conducting 30 hours of instruction for learning the techniques of Interaction Analysis. These techniques include collecting data about what happens in the classroom, analyzing and interpreting the information, and using it to make sound judgments for improving instruction. The materials are organized into 18 units for conducting an inservice workshop or preservice course for teachers. A qualified instructor can conduct the program for up to 30 participants. Related audio-visual instructional aids are available. (1970)

Another excellent resource that is available, field-tested and appropriate is the mini-course package developed at the Far West Regional Laboratory. Its address:

Far West Regional Laboratory for
Educational Research Development
1855 Folson Street
San Francisco, California 94103

Available mini-courses include the following, intended for elementary and intermediate teachers, and are now available for use:

Minicourse 1, Effective Questioning: Elementary Level.

Teachers learn to encourage students to participate actively in classes by asking higher-cognitive questions and using techniques such as pausing, redirection, and prompting. They also learn to eliminate bad habits, including answering their own questions or needlessly repeating them. Price: $1,425. Rental (6 weeks): $175.

Minicourse 2. Developing Children's Oral Language.
In this course for all who work with K-4 children, adults learn teaching skills that expand the language and thought of the child: expanding a phrase to a sentence, modeling new language patterns, modeling positional words in context with objects, modeling action words, etc. Price: $1,320. Rental (6 weeks): $195.

Minicourse 5. Individualizing Instruction in Mathematics.
This course helps the elementary teacher handle individual instruction. It provides tutoring techniques to improve math skills through diagnosis, demonstration, evaluation, and use of assigned practice examples for estimating, number operations, verbal problems, etc. Price: $1,395.. Rental (6 weeks): $198.

Minicourse 8. Organizing Independent Learning: Primary Level.
During this Minicourse, K-3 teachers learn a set of organizational procedures that make it possible for them to work with a small group of children for 15-30 minutes, while the remaining students carry on independent activities. The children learn how to anticipate and deal with problems, to set their own goals, and to evaluate their progress. Price: $1,080. Rental (6 weeks): $165.

Minicourse 9. Higher Cognitive Questioning.
Most questions asked by teachers require students simply to regurgitate facts. This Minicourse helps teachers in intermediate grades and junior high to develop skills in asking questions that lead students to make inferences and judgments, to solve problems, and to make predictions. Price: $1,080. Rental (6 weeks): $165.

These Minicourses are available from The Macmillan Co., Front and Brown Streets, Riverside, New Jersey 08075.

Materials that are useful are also being developed through the National Center for the Development of Training Materials in Education. Its address:

National Center for the Development of
Training Materials in Teacher Education
School of Education
Indiana University
Bloomington, Indiana

They are publishing papers and preparing video tapes, movies and audio tapes as a part of a national effort to develop a conceptual basis for teacher education as well as to provide needed training materials. This effort resulted from the work of B. O. Smith, at the University of South Florida, Tampa.

The third homily: Visit

Reading about and talking with are only part of what interested persons should do. If you are interested in a specific state thrust, go to that state. Talk to the persons in the state education agency, look at the files, examine policy statements. And if approved performance programs exist, visit them.

Certainly the states in the Multi-State Consortium all have a commitment to performance education and would welcome visitors who wish to learn more about their operations.

Other states, not in the Consortium, are moving to performance policies and might also be appropriate places to visit. The Schmieder publication State of the Scene (referred to before) has the most up-to-date information on various state activities.

If a person is concerned about programs, then a number of performance programs exist that are worthy of examining. No program appears to be totally effective (since the nature of a performance program requires constant revision based on feedback, totally realized programs may never exist) to most outside visitors.

Rather than list suggested programs here, we recommend you contact Karl Massanari, Jim Steffenson or the Model Elementary directors. Each of these persons, once they are aware of your

particular concerns, can quickly suggest appropriate sites.

The fourth homily: Remember the Affective

If persons promoting competency education are concerned about a total system, then they must be concerned about attitudes and feelings. Critics are quick to say that performance education minimizes humanistic concerns, that the affective area is ignored because it is difficult (if not impossible) to measure, that teachers so trained will be like robots performing thousands of measurable skills but that they will have somehow missed teaching. The critics are wrong, if you examine what people are doing. They are right if you only consider possible outcomes of the performance rhetoric.

Minnesota would be an appropriate state to visit if the affective area concerns you. Minnesota has a requirement that all teachers should possess Human Relations competencies. "The competencies should contribute to the ability to understand the contributions and life styles of the various racial, cultural and economic groups in our society and recognize and deal with the dehumanizing bias, discrimination and prejudice and create learning environments which contribute to the development of all persons and positive interpersonal relations and respect human diversity as a person's right." Also Minnesota has recently passed regulations requiring specific competencies be demonstrated in order to be certified as a social studies teacher. These include affective competencies and the Social Studies Task Force publication includes a precise illustration of how a state could look at the affective area.

Chapter 7

CONCLUSION

We hope this volume is of assistance to persons concerned about performance education. The future of this movement is truly in your hands.

Over five years ago an excellent education writer participated in a conference on the assessment of performance. His contributions were consistently helpful, but maybe none was more fitting than his conclusion, "Don't forget to put in a self-destruct button!"

Any movement that forces a reexamination of almost all existing policies has within it its self-destruct button.

Whether the performance movement can cause the vast educational establishment to move, even if only slightly, is THE issue.

To refer again to the analogy that began this volume: So many interrelated problems occur when a state begins a movement to develop a performance-based teacher education and/or certification system, that it is entirely possible that educators who think they have set out for either Atlanta or San Francisco may well find themselves looking for Atlantis.